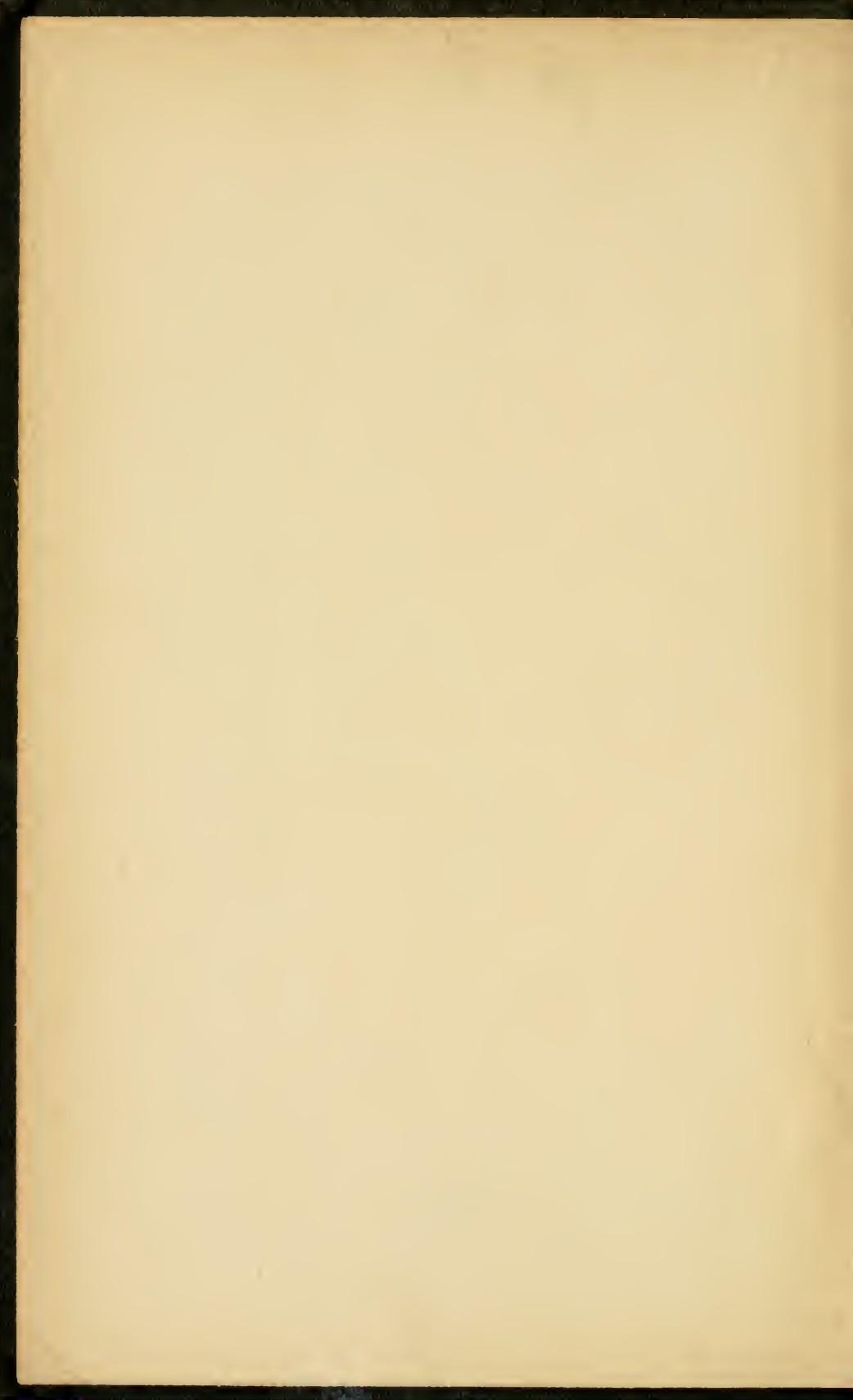


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TENTH BIENNIAL REPORT

OF THE

BOARD OF STATE COMMISSIONERS

OF

PUBLIC CHARITIES

OF THE

STATE OF ILLINOIS.

PRESENTED TO THE GOVERNOR
NOVEMBER, 1888.

SPRINGFIELD, ILL.:
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1888.

BOARD OF COMMISSIONERS.

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President,

JOHN M. GOULD.

Commissioners,

CHARLES G. TRUSDELL, Chicago.

Term expires 1889.

F. B. HALLER, M. D., Vandalia.

Term expires 1890.

J. C. CORBUS, M. D., Mendota.

Term expires 1891.

J. L. R. WADSWORTH, M. D., Collinsville.

Term expires 1892.

JOHN M. GOULD, Moline.

Term expires 1893.

Secretary,

FREDERICK HOWARD WINES, Springfield.

214648

STATE OF ILLINOIS,
OFFICE OF BOARD OF PUBLIC CHARITIES,
November 1, 1888.

HON. RICHARD J. OGLESBY, *Governor*:

The Board of State Commissioners of Public Charities has the honor to make to you its Tenth Biennial, or Twentieth Annual Report, as required by law.

We are, with respect,

Your obedient servants,

JOHN M. GOULD, *President*.
CHARLES G. TRUSDELL,
F. B. HALLER,
J. C. CORBUS,
J. L. R. WADSWORTH

FREDERICK HOWARD WINES, *Secretary*.

TENTH BIENNIAL REPORT.

CHAPTER I.

INTRODUCTORY.

The people of the State of Illinois have reason to be proud of their charitable institutions, and we believe that they are proud of them. During the late political canvass in this state, their operations and results were freely discussed, upon the stump and in the press. Some complaint was made of their enormous cost in the aggregate. But, so far as we know, no charge was brought against the integrity of the management of any one of them; no remediable defect in their organization was pointed out; no assertion was made that any inmate of any one of them has been in any way abused or neglected; and no scandal was brought to light affecting the personal reputation of any of their officers or employes. We conclude that, notwithstanding the minute and thorough scrutiny, by the families and friends of their inmates, by county officers, by the throngs of visitors to whom they are always open, and by the accredited representatives of the daily and weekly newspapers, nothing is known or can be alleged, which would tend to discredit the honor, humanity and efficiency by which the public charitable system of Illinois is, and has for many years, been distinguished.

The great and increasing cost of these institutions is not due to any diversion of the funds appropriated for their support from a proper use. Nor is it due to any extravagance in their management, nor to any disposition on the part of the legislature needlessly to multiply institutions, nor to the crowding into them of persons not legally entitled to the benefit of care and treatment or tuition in them. It may be much more simply and satisfactorily explained. In the first place, the population of the state is increasing. Again, wide statistical research has demonstrated the fact that insanity, at least, is increasing in the United States out

of proportion to the growth of the population at large. The demand for the relief afforded by institutions is everywhere a growing demand; and, although Illinois has manifested a liberal disposition to meet this demand, it has not yet made provision for its unfortunates commensurate with the existing demand, nor is it likely to do so in the near future. The number of persons adjudged to be insane, in the county courts of this state, each year, is about fifteen hundred. The chronic insane do not recover, and they do not die. There is therefore a perpetual addition to the mass of incurable lunatics, who must in some way be cared for. We have made sufficient examination of this question to enable us to say confidently that, if the General Assembly should, at every session of the legislature, increase the capacity of our state institutions for the insane by five hundred beds, we should not more than keep pace with the increased demand for hospital accommodation. We speak of the insane particularly, because the claim of the insane seems to be regarded by the public as paramount to that of any other class of the afflicted. But the most neglected class of unfortunates are the idiots, for whom little has yet been done. The census of 1880 makes it clearly apparent that there are very many deaf-mutes, of school age, who are not pupils in the institution at Jacksonville, and have never received any special instruction. And the question of the duties of the state toward dependent, abandoned or neglected children, within her boundaries, has thus far received the smallest possible amount of attention at the hands of the legislature.

We may also refer, in passing, to the fact that the Federal Government has failed to make the necessary provision, in national soldiers' homes, for the care of the old and worn-out veterans of the civil war who are without personal means of support; and that Illinois is only one of many states in which the patriotic and humane instincts of the people have prompted the establishment of a state soldiers' home, to relieve the suffering occasioned by the apathy or parsimony of our national congress. Obviously, the duty of making adequate provision for ex-soldiers and sailors, who risked their lives in defence of the nation, and not of the states, is a national obligation, which does not rest upon the states as such.

The increased cost, in the aggregate, of the system of public charities, is due to the expansion of that system. When, in 1869.—nearly twenty years ago,—the act was passed creating this board, the institutions for the education of the deaf and dumb and of the blind, at Jacksonville, were both comparatively small establishments; there was but one hospital for the insane, which was also at Jacksonville, and had a capacity of not more than five hundred patients; the soldiers' orphans' home, at Normal, had just moved into the building erected for its accommodation; and the asylum for feeble-minded children was still a small, experimental school, occupying a rented house. This constituted the entire circle of state charitable institutions. The state reform school, at Pontiac,

was not yet opened, though the building was in process of erection. The charitable eye and ear infirmary was then a private establishment, which received a very small annual grant from the state treasury. The general assembly made an appropriation, in 1869, to begin the erection of two new institutions for the insane, one at Elgin, and one at Anna, but work upon them had not yet been begun. Such was the condition and extent of this branch of the public service, when the work of developing and systematizing it was entrusted to the state commissioners of public charities.

We look back upon the history of the past twenty years of our labors with almost unmixed satisfaction. Not all has been done that we should have been glad to see done; but so much has been accomplished, that the people of the state may well congratulate themselves on the amount of progress realized. On the first of June, 1871, the state reform school at Pontiac was opened. The great fire in Chicago, which occurred on the 9th of October, the same year, swept away the old eye and ear infirmary, on Pearson street, and in 1873, the legislature made an appropriation for the erection of a building for this institution on its present site, and accepted it as a state institution. The hospital for the insane at Elgin received its first patient April 3, 1872; that at Anna was thrown open to patients December 15, 1873. In 1875, the legislature made an appropriation for the erection of a permanent building for the asylum for feeble-minded children, and it was located, by a commission, at the town of Lincoln. The act creating the hospital for the insane at Kankakee was passed in 1877. The soldiers' and sailors' home was established in 1887. We are unable to state the number of inmates of the state institutions in 1869; but the average number, in all the institutions, for the year 1875, when the regulating act was passed, under which they have since been operated, was 1,795. The average number, during the fiscal year 1887-88, (which closed on the 30th of June last), was 5,930. The institution for the deaf and dumb is now the largest in the world, and, we believe, take it all in all, probably the best. The hospital for the insane at Kankakee, which was constructed on the village plan, and marked a new era in asylum building, at least in this country, is the largest institution of its class in the United States, with one or two exceptions. The number of insane persons cared for by the state, which averaged 925 in 1875, averaged 3,640 in 1888. The growth of the institutions since 1875 is shown in the following table:

Table showing the average number of inmates in each of eleven state institutions, each year, for fourteen years:

YEAR.	Soldiers' Home	Reform School	Total
	Eye and Ear Infirmary	Eye and Ear Infirmary	
1875.....	307	470	1,795
1876.....	166	467	2,064
1877.....	161	487	2,074
1878.....	495	496	2,482
1879.....	521	566	2,707
1880.....	521	625	2,926
1881.....	522	185	3,135
1882.....	519	308	3,209
1883.....	526	399	3,471
1884.....	526	615	3,702
1885.....	528	1,119	4,144
1886.....	533	1,471	5,093
1887.....	534	1,518	5,290
1888.....	527	1,557	5,930

The fiscal year 1875 began December 1, 1874, and ended September 30, 1875; it therefore included only ten months. The fiscal year 1888 began October 1, 1887, and ended June 30, 1888; it therefore included only nine months. The date of closing the fiscal year has been twice changed, during the period covered by the table.

Of course such an increase in the number of inmates of the state charitable institution has necessitated a corresponding increase in the aggregate amount of appropriations required for their support. But the per capita cost has diminished, from \$250.02 in 1875 to \$181.81 in 1888, as shown in the following table:

Table showing the per capita cost in each of eleven state institutions, each year, for fourteen years:

YEAR.	Soldiers' and Sailors' Home	State Reform School	Total
	Eye and Ear Infirmary	Eye and Ear Infirmary	
1875.....	\$303.32	\$199.55	\$250.02
1876.....	227.53	234.45	237.16
1877.....	232.11	198.81	231.78
1878.....	208.99	215.51	221.37
1879.....	212.39	185.52	202.75
1880.....	200.10	255.84	210.88
1881.....	225.01	335.63	229.21
1882.....	212.81	219.60	211.15
1883.....	202.15	223.11	205.81
1884.....	208.45	200.25	200.06
1885.....	203.57	185.42	193.71
1886.....	216.00	169.07	188.64
1887.....	180.56	162.65	180.66
1888.....	185.00	172.20	181.81

In the foregoing table the actual per capita cost for 1875 has been increased by one-fifth, and that for 1888 by one-third, in order to obtain the rate for twelve months, to compare it with those given for full years.

The number of inmates for the year 1888 which was (5,930) would have cost, at the per capita rate for 1875, \$1,432,618.60. At the rate for 1888, they would have cost, in twelve months, \$1,020,851.54 a saving, in consequence of improved management, of more than \$400,000 per annum. And yet the appropriation for the expense of supervision by the state board of public charities is grudgingly given.

As compared with the expenditures in other states, those made by the Illinois institutions show as large a degree of economy as is consistent with the liberal and efficient care of their inmates. The mathematical demonstration of the truth of this proposition would only encumber these pages. But, by way of illustration, we mention the fact that a careful examination of the reports of seventy-eight hospitals for the insane in the United States, in 1886, shows that these institutions cared for an average number of 47,554 patients at a total cost of \$8,925,621.24, or \$187.69 per capita. During that year, the per capita cost of the Kankakee hospital was \$169.07; of the Anna hospital, \$170.99; of the Jacksonville hospital, \$178.94; and of the Elgin hospital, \$215.87; or, for the four hospitals taken together, \$178.87, or about nine dollars less than the average in the country at large. Yet we venture to say that there are no institutions in the country which maintain a higher standard of efficiency and comfort. We believe that the people of this state derive from their institutions a higher grade of service at a lower rate of expenditure than those of any state in the Union.

The figures furnished by persons unfamiliar with institution accounts are not trustworthy, since the methods of computing them in different states are very dissimilar. In some states the gross cost is given, and in others the net cost, after deducting receipts from various sources; the ordinary are not always separated from the extraordinary expenses; and the average number of inmates is not always stated, or it may be calculated upon an erroneous principle. The figures given above have been prepared by the expert accountant employed in our own office, and their accuracy can be depended upon.

¶ Complaint has been made, by persons unfamiliar with the organization and management of institutions, that too much of the money expended by them is paid to officers and employes. It is true that the expenditures in this direction are large. But it is necessary that they should be so. The following table exhibits the total expenditure, on current account, (or for maintenance of the state institutions), each year, and the amount expended for salaries and wages, with the percentages:

Table showing the proportion of ordinary expenses paid for salaries and wages:

Year.	Total Ordinary Expenses.	Salaries and Wages.	Per cent.
1875.....	\$418,798 51	\$121,326 12	27.7
1876.....	488,791 01	162,301 71	33.2
1877.....	482,071 39	165,635 29	34.3
1878.....	557,558 00	187,713 63	33.6
1879.....	551,213 81	208,460 77	37.8
1880.....	617,075 95	224,622 70	36.4
1881.....	655,861 79	237,395 23	36.2
1882.....	687,155 81	251,866 99	36.6
1883.....	714,421 85	258,435 84	36.2
1884.....	741,010 90	274,138 58	36.9
1885.....	860,730 96	311,120 02	36.5
1886.....	960,705 63	354,100 21	36.8
1887.....	1,014,018 40	377,468 56	37.2
1888.....	808,664 11	296,862 93	36.7

In our sixth biennial report, we printed a table showing the ordinary expenses, in gross and in detail, of each of twenty-five institutions for the insane, in the United States, for a period of twelve months. The gross expenditures were \$2,933,046.82. Of this sum, \$865,997.53, or 29.5 per cent., was expended for salaries and wages. During the past two years, the total ordinary expenses of four hospitals for the insane in this state have been \$1,198,409.35, of which \$399,469.07 was paid for salaries and wages, or 33.3 per cent. According to another table, published in our sixth biennial report, showing the average per capita cost of maintenance, in each of twenty-five institutions for the insane, the per capita cost of attendance was \$65.97; but, in the insane hospitals of this state, in 1887-88, the per capita cost of attendance was \$59.78, which is below the average for the entire country. Of course there are necessary differences, in the matter of salaries and wages, between institutions of different descriptions. In the educational institutions, where a large number of teachers are employed, the salary item is larger than elsewhere. In the institution for the education of the deaf and dumb, more than one-half of the total cost is for salaries and wages. In the institutions for the blind and for the feeble-minded, very nearly one-half of the total expenditure is for this one item. It requires very little reflection, to make it obvious to any person of ordinary intelligence that the inmates of our public institutions need personal care and attention. If not, they could be kept at home. The blind and the deaf are sent to institutions to receive an education; the insane are sent for custody, nursing, and medical treatment; the idiots are sent for both. These advantages cannot be afforded, without a large force of employes. The proportion of employes is no greater in Illinois than in other states, and it amounts to one employe for every five or six inmates cared for. Without this force of employes, an institution cannot be conducted successfully, any more than a saw-mill can be run without steam in the boiler and the consumption of an amount of fuel sufficient to generate the amount of steam required to keep

the saw moving. The criticisms on institution management by persons unfamiliar with them have no more value than would attach to a criticism on the telephone or the electric light by the proprietor of a ready-made clothing store.

No one will deny that the maintenance of the system of charitable institutions in this state is a heavy burden upon the state treasury. These institutions absorb more than one-half of the general revenue of the state, not including the school-tax. But, if the state should refuse to expend one dollar for this special purpose, what would the people of the state gain by such refusal? The number of the insane, the feeble-minded, the deaf, and the blind is not increased by these appropriations; and it would not be diminished, if the appropriations were not made. The deaf and the blind would certainly cost the community more for their maintenance in idleness, if left in ignorance, than they cost when, by giving them an education, they are enabled to earn their own living. The insane and the idiots, if not cared for in state institutions, must be cared for at their homes or in county almshouses. Just as much money would be expended upon them as now; or, if not, the treatment given them would be very much less humane. The presence of an insane person in a private family is ordinarily a source of great irritation, which impairs the productive power of the household, increases the hereditary tendency to insanity which may be latent in relatives, and tends to pauperize the entire family of the person afflicted. In the county almshouses, as we know, the insane are usually neglected and often abused. The county authorities are very averse to having the charge of them, and much prefer that they should be cared for by the state. To give them anything like the comfort which they enjoy in state institutions would cost far more on the county farms, than it does under the existing system. What difference does it make to taxpayers, whether they pay the cost of tuition and treatment of these unfortunates in the form of a county or of a state tax? It is just as easy to pay it through the medium of the political organization known as the state as it would be to pay it through the medium of the political organization known as the county.

The system of state care has one very great advantage; it is equitable. It distributes the social burden entailed by the existence of these forms of misfortune so widely and so evenly, that no portion of the property owned by citizens of the state fails to contribute its just share toward carrying this load. Those who need help receive it, and those who are able to afford it are compelled to grant it. Nor is the burden so heavy as many, who have not given the subject attention, suppose it to be. The state tax constitutes but a small portion of the total assessment for governmental purposes which the people of the state have to pay. It is comparatively almost unappreciable, and constitutes but a light rate of interest upon the actual value of property, and a trifling sum per capita.

It is a great mistake to suppose that this system of caring for the unfortunate is unpopular. On the contrary, nothing is more common than to hear the wealthy say, "There is no portion of my taxes which I pay so cheerfully, as that which I know goes directly to the alleviation of the sufferings of the unfortunate and the afflicted." The poor, on the other hand, feel that they are protected against forms of disaster which are liable to overtake every citizen, in his own person, or in that of his relatives or friends. When, at the time of the French revolution, the convention of 1789 assembled, it declared that the organization of relief was one of its first duties. In the French Declaration of Rights one of the articles asserted that "Public relief is a sacred debt." The unequivocal and emphatic assertion of this principle was involved in the triumph of the people over tyrants. It is a fundamental principle of republican government. There are three distinct conceptions of the ground of relief to the unfortunate. The first is the idea of religious duty. So far as this prevails, the administration of relief is primarily entrusted to the clergy and to religious orders. The second is that of humanity. It is this sentiment, joined to the instinct of self-preservation, which, under a monarchical form of secular government, prompts the aristocracy to provide at public expense for the more pressing necessities of the proletariat. The third is that of reciprocal right and obligation. It is the modern, democratic idea, characteristic of the new political era which has just begun to dawn upon the world. The modern spirit would no more tolerate, in America, a serious assault upon the established system of public charities, than upon our public schools. What the people require is that the system shall be perfected, not overthrown nor impaired; that it shall be developed to the highest degree of efficiency and usefulness, at the least relative cost; that it shall be so administered as to include within its shelter and protection all who really require public care, and at the same time to exclude from its benefits those who are not entitled to it. It may be compared to a tree whose roots have struck deep into the soil, and the shadow of whose branches covers the whole state; if any one should be rash enough to attempt to cut it down, he would learn too late that a spirit resides within it, like the fabled dryads of ancient mythology, which would resent the assault and punish the assailant.

CHAPTER II.

FINANCIAL STATEMENTS.

We proceed to give a brief account of the financial record of the state institutions subject to our inspection, for the past two fiscal years. As has been said, the last General Assembly made a change in the fiscal year of the institutions, which now closes on the 30th of June, instead of on the 30th of September, as heretofore. For this reason the present report covers only one year and nine months, instead of two full years.

The following statement shows the amount of money to be accounted for, and the disposition made of it.

Dr.

On the first of October, 1886, there were, in the hands of the local treasurers of the eleven institutions under our care, cash balances amounting in the aggregate to \$127,601.44.

In addition to the cash balances in the hands of local treasurers, the institutions had to their credit, in the state treasury, unexpended balances of appropriations undrawn to the amount of \$941,857.55.

The Thirty-Fifth General Assembly appropriated for the use of these institutions the sum of \$2,462,022 for the two years, from July 1, 1887, to July 1, 1889.

Besides the income derived from appropriations, the institutions receive a minor income from the proceeds of the sale of farm produce, stock and manufactured articles, from collections for clothing, etc., the amount of which, during the past two years, has been \$146,764.72, to which must be added \$12,812.02 received by the northern hospital for the insane, on account of the "Burr Fund."

Mention must here be made of the organization of the shoe-shop of the state reform school, under the amendment to the constitution forbidding contract prison labor, on the public account plan. The receipts of this shop have been \$109,192.53.

The sum of these items, which is \$3,800,250.26, constitutes the amount to be accounted for in the present report and in the reports of the institutions herewith transmitted. It is evident that this amount must have been expended by the institutions or remain in the state treasury, or in the hands of the local treasurers.

The distribution of debits among the several institutions is as follows:

INSTITUTION.	Cash Oct. 1, 1886.	APPROPRIATIONS.		Petit Receipts.	Total.
		1885.	1887.		
Northern Insane.....	\$15,220 25	\$79,735 84	\$225,315 00	\$29,045 93	\$349,347 02
Eastern Insane.....	42,100 11	260,274 60	548,500 00	42,637 03	893,511 74
Central Insane.....	13,770 53	137,409 06	324,500 00	19,154 32	494,833 91
Southern Insane.....	20,043 15	86,595 64	220,477 00	23,743 31	350,859 10
Deaf and Dumb.....	3,793 07	78,298 98	217,000 00	19,194 70	318,281 75
Blind.....	5,149 49	23,418 93	76,600 00	6,366 38	111,884 80
Feeble-Minded.....	9,882 82	45,875 00	136,000 00	9,503 46	201,261 28
Soldiers' Orphans.....	- 6,675 35	37,594 35	113,500 00	890 88	158,600 58
Eye and Ear.....	27	14,242 40	57,000 00	.....	71,242 67
Reform School.....	10,544 80	41,835 29	136,600 00	116,953 66	305,933 75
Soldiers' Home.....	121 60	136,582 46	106,500 00	1,279 60	541,483 66
Total.....	\$127,601 44	\$94,857 55	\$2,162,022 00	\$268,769 27	\$3,800,250 26

Cr.

The cash disbursements by eleven institutions, during the past two years, were in the aggregate, \$2,457,545.99.

The amount remaining in the hands of local treasurers, June 30, 1888, was \$205,221.17.

The amount remaining in the state treasury, undrawn, was \$1,135,479.43.

The sum of \$2,003.67, appropriated but not drawn, remained in the state treasury, September 30, 1887.

From the "Burr Fund," belonging to the hospital at Elgin, \$5,338.77 was invested in a loan, which, in the disbursements above and in the table below, is included (for convenience) with the cash disbursements, but is no part of the actual expenses liquidated.

The same remark applies to the sum of \$108,333.27, paid out by the state reform school on account of expenses incurred in running the shoe factory.

The sum of these items is \$3,800,250.26, which was the amount to be accounted for.

The distribution of credits among the several institutions is as follows:

Institutions.	Total disbursements.	Cash June 30, 1888.	Approp'ns undrawn.	Lapsed Sept. 30, 1887.	Total.
Northern Insane.....	\$194,254 33	\$47,913 32	\$107,179 37	.....	\$349,347 02
Eastern Insane.....	583,113 50	50,673 54	257,724 70	\$2,000 00	893,511 74
Central Insane.....	304,018 94	33,076 79	157,735 13	3 05	497,833 91
Southern Insane.....	225,323 93	16,440 59	109,094 58	.....	350,859 10
Deaf and Dumb.....	202,821 23	10,534 40	104,926 12	.....	318,281 75
Blind.....	73,154 62	575 41	38,104 77	.....	111,834 80
Feeble-Minded.....	124,294 58	6,186 41	70,780 29	.....	201,261 28
Soldiers' Orphans.....	91,491 00	11,564 91	55,604 05	62	158,660 58
Eye and Ear.....	44,585 12	145 68	26,512 47	.....	71,342 67
Reform School.....	233,968 17	20,635 58	51,300 00	.....	305,933 75
Soldiers' Home.....	380,490 57	7,475 14	156,517 95	.....	544,483 66
Total.....	\$2,457,545 99	\$205,221 17	\$1,135,479 43	\$2,003 67	\$3,800,250 26

Further details of these receipts and disbursements will be found in the tables appended to this report, and in the reports of the institutions named.

It will, of course, be understood that the figures above given represent cash receipts and disbursements, and that the actual expenses during the fiscal years 1887 and 1888 may have been more or less than the cash payments, according to the amount of outstanding debt at the beginning and at the end of the period. In fact, they were less. The actual expenses incurred have been:

Institutions.	Ordinary.	Special.	Total.
Northern Insane.....	\$169,582 13	\$25,425 13	\$195,007 26
Eastern Insane.....	450,568 70	136,321 90	586,890 60
Central Insane.....	264,643 81	39,375 13	304,018 94
Southern Insane.....	208,614 65	14,638 78	223,253 43
Deaf and Dumb.....	188,805 50	16,802 67	205,608 17
Blind.....	66,155 15	6,999 47	73,154 62
Feeble-Minded.....	118,253 93	6,040 65	124,294 58
Soldiers' Orphans.....	88,501 32	2,989 68	91,491 00
Eye and Ear.....	36,673 45	6,229 93	42,903 38
Reform School.....	88,426 59	38,477 19	126,903 78
Soldiers' Home.....	142,343 29	219,453 59	361,796 88
Total.....	\$1,822,682 51	\$512,640 13	\$2,335,322 64

The agreement between the statement of cash payments and that of actual expenses is shown as follows:

Cash disbursements during 1887-'88.....	\$2,457,545 99
Deduct payments on account of—	
Burr fund, loaned.....	\$5,338 77
Burr fund, expended	2,198 66
	<hr/>
Shoe-shop, Reform School.....	108,333 27
	<hr/>
	\$115,870 70
Deduct payment on account of expenses of 1886.....	55,802 79
	<hr/>
	\$171,673 49
	<hr/>
Indebtedness of 1888, outstanding, June 30, 1887...	82,285,872 50
	<hr/>
Expenses of 1887-'88.....	49,450 14
	<hr/>
	\$2,335,322 64

Surplus.

To meet the outstanding indebtedness the institutions had the following cash resources:

In hands of local treasurers.....	\$205,221 17
In state treasury, on call.....	8,032 11
	<hr/>
Total cash assets.....	\$213,253 28
Deduct amount of debt.....	49,450 14
	<hr/>

Cash surplus.....	\$163,803 14
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This surplus was divided among them as follows:

Northern Insane Hospital	\$38,093 53
Eastern Insane Hospital	35,716 52
Central Insane Hospital.....	33,076 79
Southern Insane Hospital	10,774 33
Institution for the Deaf and Dumb.....	8,383 48
Institution for the Blind	575 41
Asylum for Feeble-Minded Children	7,018 48
Soldiers' Orphans' Home.....	11,564 91
Charitable Eye and Ear Infirmary.....	145 08
State Reform School.....	19,396 70
	<hr/>
Total	\$164,745 23
Deduct deficit in Soldiers' and Sailors' Home.....	942 09
	<hr/>

Total surplus June 30, 1888	\$163,803 14
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This statement of surplus does not include ledger accounts (for clothing and incidental expenses of inmates) outstanding and uncollected.

It will be observed that the biennial period closed with a deficit in but a single institution. The eye and ear infirmary, in spite of the increase in the average number of inmates, has paid up the deficiency of \$1,681.47 reported two years ago. The surplus

in some of the institutions is quite large, and may be taken into the account in estimating the appropriations for the ensuing two years.

CLASSIFICATION OF ORDINARY EXPENSES.

On pages 20-21 will be found a classified summary of the ordinary expenses of the institutions, for each of the two years, 1887 and 1888, by items.

The number of days' board furnished to inmates, from October 1, 1886, to June 30, 1888, (a total of 639 days), was 3,533,961; the average number of inmates, for this period, was 5,530. If the items of expenditure for the two years are added together and divided by 5,530, we arrive at the per capita cost of each item during the entire period of twenty-one months; and, by taking four-sevenths of the quotient, we ascertain the cost per capita for one year. The result of this process of calculation is as follows: Per capita cost of attendance (salaries and wages), \$69.68; food, \$50.46; clothing and bedding, \$13.40; laundry supplies, \$1.42; fuel, \$16.07; light, \$4.40; medicines and medical supplies, \$1.90; freight and transportation, \$2.09; household expenses, \$1.35; furniture, \$4.25; building, repairs, etc., \$7.57; tools and machinery, \$1.75; farm, garden, stock, and grounds, \$8.11; all other expenses, \$5.88; total per capita cost, \$188.33.

The net cost to the state treasury is not quite so great. Owing to the receipt of \$146,764.72 from other sources than the state-treasury, the net cost to the state was \$1,675,803.80, or at the rate of \$173.17 per capita, by the year, which is equivalent to a little less than 47½ cents a day, or \$3.32 a week. The price of board alone, in a private family, without instruction or medical treatment, would probably exceed, on the average, three dollars and a half a week; and the ordinary allowance to county sheriffs for the board of prisoners is fifty cents a day.

The per capita cost of attendance, which is now \$69.68, was, in 1884, or only four years ago, \$74.05; in 1875, it was \$83.11. The cost of food, which was, in 1875, \$65.76, and which had fallen to \$55.23 in 1884, is now only \$50.46, or less than one dollar a week for each inmate.

ESTIMATE FOR THE NEXT TWO YEARS.

We base our estimate of the appropriations necessary to be made for the ordinary expenses of the eleven institutions under our charge, for the two fiscal years beginning July 1, 1889, and July 1, 1890, on the expenses incurred heretofore, making allowance for the growth of the institutions and an increased number of inmates in some of them. It will, of course, be evident that the per capita allowance for different items will vary in different institutions, according to their respective size, location and character; but we have endeavored to make the distribution of funds granted as equitable as possible to all of them.

The table on page 22 shows all of the elements which enter into the estimate submitted.

CLASSIFIED SUMMARY

Of the Ordinary Expenses of Eleven State Institutions for One Year, from Oct. 1, 1886, to Sept. 30, 1887.

EXPENSES CLASSIFIED.	HOSPITALS FOR THE INSANE.				INSTITUTIONS FOR THE BLIND.		ASYLUM FOR THE DESTITUTE AND MINDLESS.		SOLDIERS' ORPHANS' HOME.		CHARITABLE EYE AND EAR INFIRMARY.		STATE REFORM SCHOOL.		SOLDIERS' AND SAILORS' HOME.		TOTAL.
	Northern	Eastern	Central	Southern	Deaf and Dumb	Blind											
Attendance.....	\$37,630.77	\$80,867.47	\$25,677.71	\$14,592.86	\$21,166.56	\$10,384.12	\$26,475.16	\$17,310.54	\$5,685.01	\$15,567.74	\$10,110.57	\$17,468.56	\$17,314.32	\$17,468.56	\$17,314.32	\$17,468.56	
Food.....	26,123.10	66,190.95	49,857.61	36,703.73	15,190.63	9,072.20	16,733.63	17,292.57	\$5,700.71	12,733.53	11,025.11	12,733.53	11,025.11	12,733.53	11,025.11	12,733.53	
Clothing, bedding, etc.....	4,836.73	16,937.63	9,118.76	10,889.31	1,218.03	1,996.62	1,941.17	6,050.46	5,60	3,744.62	10,629.51	12,451.96	12,451.96	12,451.96	12,451.96	12,451.96	
Laundry supplies.....	615.11	1,866.01	1,224.21	625.54	408.25	2,677.98	365.81	364.84	329.07	670.41	882.31	716.69	716.69	716.69	716.69	716.69	
Powd.....	13,588.36	22,832.71	8,292.91	9,561.50	5,289.91	1,729.02	5,865.66	2,928.18	1,823.88	3,962.50	2,017.17	792.84	792.84	792.84	792.84	792.84	
Fuel.....	2,031.13	5,023.64	3,272.39	2,631.71	1,728.66	2,710.30	2,958.51	2,785.11	1,328.35	3,802.82	1,061.19	30,934.77	30,934.77	30,934.77	30,934.77	30,934.77	
Light.....	1,839.88	2,706.78	2,557.95	2,631.71	2,168.90	2,168.90	2,168.90	100.91	151.89	1,931.92	185.10	3,687.21	3,687.21	3,687.21	3,687.21	3,687.21	
Water.....	1,024.12	2,168.69	1,617.37	2,168.69	2,168.69	2,168.69	2,168.69	100.91	151.89	1,931.92	185.10	3,687.21	3,687.21	3,687.21	3,687.21	3,687.21	
Medicine and medical supplies.....	535.05	1,611.73	913.33	987.20	1,991.76	600.85	521.66	132.88	173.48	2,690.81	2,028.66	12,911.69	12,911.69	12,911.69	12,911.69	12,911.69	
Bright and transportation.....	574.38	1,057.20	536.91	490.18	728.61	253.37	231.11	154.60	122.19	1,733.41	263.00	6,165.04	6,165.04	6,165.04	6,165.04	6,165.04	
Postage and telegraphing.....	255.61	616.03	616.03	616.03	1,612.78	141.15	222.57	304.79	226.41	381.75	551.50	6,135.75	6,135.75	6,135.75	6,135.75	6,135.75	
Books and stationery.....	159.97	911.71	615.70	252.45	806.85	172.19	172.70	101.70	178.00	86.35	611.53	1,403.07	1,403.07	1,403.07	1,403.07	1,403.07	
Printing and advertising.....	1,680.80	383.71	902.42	217.05	405.74	206.55	114.50	7.50	438.27	111.65	34,882.83	34,882.83	34,882.83	34,882.83	34,882.83		
Music and amusements.....	480.83	521.32	229.60	638.50	300.76	9.20	300.76	100.91	322.50	1,251.50	322.50	322.50	322.50	322.50	322.50	322.50	
Instruments and apparatus.....	761.88	3,017.62	705.10	651.62	613.24	1,621.68	709.51	319.07	186.62	1,213.93	673.85	8,129.13	8,129.13	8,129.13	8,129.13	8,129.13	
Household expenses.....	1,983.53	3,117.38	2,161.51	1,777.63	2,318.57	1,621.67	1,621.67	1,621.67	1,617.08	1,74.40	1,213.70	6,391.33	6,391.33	6,391.33	6,391.33	6,391.33	
Furniture.....	2,187.36	12,421.22	4,701.20	4,553.01	3,957.44	3,111.88	3,120.50	3,120.50	228.39	6,781.16	11,908.37	6,781.16	6,781.16	6,781.16	6,781.16	6,781.16	
Building, repairs, etc.....	614.57	2,275.81	115.39	115.39	141.97	12.00	12.00	12.00	12.00	12.00	12.00	1,126.19	1,126.19	1,126.19	1,126.19	1,126.19	
Tools.....	226.36	1,611.36	1,244.82	1,611.36	951.73	131.74	308.68	190.14	8.00	549.82	8.78	8,749.29	8,749.29	8,749.29	8,749.29	8,749.29	
Machinery, etc.....	2,326.84	13,546.76	5,391.05	3,871.71	4,532.89	1,463.68	2,171.91	732.96	105.75	1,117.39	3,012.32	42,008.26	42,008.26	42,008.26	42,008.26	42,008.26	
Farmer's garden, stock and grounds.....	11.70	50.00	63.65	50.00	50.00	50.00	50.00	50.00	50.00	50.00	50.00	51.60	51.60	51.60	51.60	51.60	
Total state.....	216.00	130.00	150.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	185.95	185.95	185.95	185.95	185.95	
Legal expenses.....	216.00	22.068.29	11,367.80	13,000.00	8,870.40	2,069.67	1,456.87	653.00	1,456.87	1,456.87	1,456.87	6,166.00	6,166.00	6,166.00	6,166.00	6,166.00	
Insurance.....	83.00	135.40	80.25	80.00	30.00	16.00	9.70	9.70	9.70	9.70	9.70	2,531.81	2,531.81	2,531.81	2,531.81	2,531.81	
Shop expenses.....	1,517.68	4.35	99.58	8.75	27.00	12.85	12.85	12.85	12.85	12.85	12.85	1,512.45	1,512.45	1,512.45	1,512.45	1,512.45	
Burial expenses.....	1,517.68	4.35	99.58	8.75	27.00	12.85	12.85	12.85	12.85	12.85	12.85	1,512.45	1,512.45	1,512.45	1,512.45	1,512.45	
Expenses not classified.....	898,467.70	\$2,664,952.50	\$119,639.35	\$121,062.00	\$105,917.49	\$29,760.80	\$80,961.51	\$19,687.61	\$19,687.61	\$19,687.61	\$19,687.61	\$1,011,018.40	\$1,011,018.40	\$1,011,018.40	\$1,011,018.40	\$1,011,018.40	
Loss receipts not from state.....	6,580.36	22.068.29	11,367.80	13,000.00	8,870.40	2,069.67	1,456.87	653.00	1,456.87	1,456.87	1,456.87	6,166.00	6,166.00	6,166.00	6,166.00	6,166.00	
Co'd to state.....	\$89,877.31	\$221,881.21	\$137,692.55	\$108,02.00	\$87,098.00	\$36,618.13	\$82,501.61	\$19,687.61	\$19,687.61	\$19,687.61	\$19,687.61	\$1,011,018.40	\$1,011,018.40	\$1,011,018.40	\$1,011,018.40	\$1,011,018.40	
Average number of inmates.....	534.22	1,518.32	918.07	615.51	302.30	121.91	261.79	310.61	310.61	310.61	310.61	2,531.81	2,531.81	2,531.81	2,531.81	2,531.81	
Average cost per capita (gross).....	\$18.56	\$102.65	\$163.03	\$187.61	\$187.61	\$187.61	\$187.61	\$187.61	\$187.61	\$187.61	\$187.61	\$1,525.05	\$1,525.05	\$1,525.05	\$1,525.05	\$1,525.05	
Average cost per capita (net).....	18.21	18.11	18.11	18.11	18.11	18.11	18.11	18.11	18.11	18.11	18.11	17.82	17.82	17.82	17.82	17.82	

NOTE.—The per capita cost here stated includes the Soldiers' Home; the figure given on page 10 of this report excludes it.

CLASSIFIED SUMMARY

Of the Ordinary Expenses of Eleven State Institutions, for One Year, from October 1, 1887, to June 1, 1888.

EXPENSES CLASSIFIED.	HOSPITALS FOR THE INSANE.				INSTITUTION FOR THE		Asylum for the Feeble- Minded.	Soldiers' Orphans' Home.	Charita- ble Eco- nomy and Em- ploy- ment In- stitu- tion.	Reform School.	Sol- diers' and Sailors' Home.	Total.											
	Northern	Eastern	Central	Southern	Deaf and Dumb.	Blind.																	
Attendance	\$27,159	21	\$72,303	17	\$42,319	77	\$20,608	11	\$11,853	32	\$42,150	83	\$20,088	35	\$13,621	87	\$1,512	92	\$11,421	29	\$19,523	99	
Food	18,729	73	18,128	98	31,240	06	26,291	69	12,953	04	5,532	11	13,866	35	13,950	28	6,465	34	13,227	36	2,617	560	69
Clothing, bedding, etc.	5,805	01	13,735	06	7,162	38	6,058	87	3,056	17	987	14	3,195	35	1,373	16	2,314	15	7,307	65	26,185	19	
Laundry supplies	506	60	1,294	01	5,221	85	6,310	30	4,632	88	6,387	57	3,293	01	2,318	15	3,859	69	1,265	66	6,018	48	
Fuel	9,006	69	25,328	02	3,143	87	2,410	32	6,811	90	1,705	89	2,617	11	5,017	95	1,827	76	4,899	22	6,096	42	
Light	1,615	15	1,774	59	1,563	31	1,841	81	1,777	94	1,92	17	2,561	08	1,088	35	2,510	60	721	56	1,536	68	
Water	706	66	1,841	81	1,563	31	1,777	94	1,777	94	87	95	2,588	65	1,088	35	2,511	90	1,921	80	3,419	07	
Medicine and medical supplies.	411	19	837	13	677	70	395	11	1,318	26	189	67	2,727	79	1,369	35	141	28	1,359	51	8,310	73	
Freight and transportation.	916	32	213	98	403	36	331	12	114	95	2,480	62	205	23	251	09	638	63	1,354	90	636	33	
Postage and telegraphing.	255	58	453	30	916	16	310	98	820	05	167	96	205	23	941	88	92	23	105	97	289	68	
Books and stationery.	177	15	122	75	116	30	122	75	296	85	93	25	72	75	203	43	276	17	314	32	4,933	78	
Fining and advertising.	546	58	313	09	91	36	145	24	229	25	40	30	250	27	223	53	289	93	1,819	50	531	40	
Music and amusements.	99	36	128	08	149	65	66	00	82	31	1	75	123	50	16	45	17	80	877	92	100	70	
Instruments and apparatus.	613	25	1,079	61	501	92	411	60	151	90	291	41	470	60	325	60	72	60	390	69	561	55	
Household expenses.	1,250	95	2,971	87	2,813	95	878	64	2,480	62	138	10	1,462	02	508	00	102	53	674	30	1,340	56	
Furniture.	780	55	10,697	77	7,157	38	9,148	71	2,013	98	822	11	1,113	92	591	35	711	86	1,347	07	4,638	39	
Building, repairs, etc.	31	83	200	22	131	19	188	14	62	77	32	32	36	82	14	45	45	87	18	218	23	1,010	32
Tools.	178	70	3,211	06	1,108	33	98	73	197	51	40	30	81	97	134	05	267	93	293	12	6,057	71	
Machinery, etc.	4,139	30	11,621	51	2,782	12	2,926	46	4,879	92	2,540	23	2,211	86	1,050	57	90	67	391	42	2,517	64	
Farm, garden, stock and grounds.	250	00	1,128	00	1,128	00	1,128	00	1,128	00	1,128	00	1,128	00	1,128	00	1,128	00	1,128	00	2,505	00	
Real estate.	130	00	100	00	100	00	100	00	100	00	100	00	100	00	100	00	100	00	100	00	100	00	
Legal expenses.	77	25	87	88	150	00	100	00	902	54	138	71	191	82	121	50	20	50	105	00	259	17	
Insurance.	252	87	12,66	6	252	87	12,66	6	252	87	12,66	6	252	87	12,66	6	252	87	102	41	2,166	47	
Shop expenses.	93	00	81	90	457	36	18	32	64	10	8	28	25	9	50	42	16	42	16	22	74	1,524	29
Burial expenses.	1,358	91	1,358	91	1,358	91	1,358	91	1,358	91	1,358	91	1,358	91	1,358	91	1,358	91	1,358	91	1,358	91	
Expenses not classified.	873	124	4265	616	510	20	871	111	974	46	875	512	21	872	88	878	01	873	71	876	103	878	02
Total expenses not from State.	9,653	55	20,568	74	7,177	52	10,682	87	10,315	30	3,274	71	5,016	50	2,357	47	1,011	41	68,605	45	808,750	12	
Less receipts not to State.	863	170	\$83,017	46	\$107	736	91	\$76	829	34	\$12	512	71	\$23	170	61	\$28	996	64	\$72	216	\$740,524	67
Cost to State.	1,576	64	907	08	629	33	\$129	01	\$129	01	467	50	146	29	386	51	127	20	323	57	179	98	
Average number of inmates (gross).	527	01	1,629	15	1,629	15	1,629	15	1,629	15	1,629	15	1,629	15	1,629	15	1,629	15	1,629	15	5,930	20	
Average cost per capita (gross).	\$338	75	\$129	15	\$129	15	\$129	15	\$129	15	\$129	15	\$129	15	\$129	15	\$129	15	\$129	15	\$136	34	
Average cost per capita (net).	120	43	116	40	118	89	116	40	118	75	115	11	118	39	119	65	117	50	130	99	123	61	

Estimate of Ordinary Expenses in Detail.

Items.	Northern In-sure Hospital	Eastern In-sure Hospital	Central In-sure Hospital	Southern In-sure Hospital	Deaf and Dumb.	Blind.	Foolish Minded.	Soldiers' Orphans' Home.	Soldiers' and Sailors' Home.	State Re-form School.	Eye and Ear Infirmity	Soldiers' and Sailors' Home.
Salaries, wages, etc.	\$25,000	\$10,000	\$2,000	\$10,000	\$5,000	\$10,000	\$25,000	\$17,000	\$15,000	\$20,000	\$15,000	\$35,000
Food	25,000	15,000	50,000	20,000	15,000	18,000	15,000	10,000	15,000	48,000	15,000	25,000
Clothing, bedding, etc.	6,000	18,000	7,000	5,000	1,000	1,000	1,000	1,000	1,000	10,000	1,000	72,500
Laundry supplies.	750	2,000	1,000	750	350	500	500	500	500	1,000	500	1,000
Fuel,	10,000	30,000	10,000	10,000	5,000	5,000	6,000	3,000	2,000	10,000	4,000	15,000
Light,	2,000	5,000	3,000	2,000	1,000	1,000	1,000	1,000	500	3,000	1,000	2,000
Water,	1,000	3,000	2,000	1,000	500	100	100	100	500	2,000	500	1,000
Medicines,	1,000	2,000	1,000	1,000	500	500	500	500	500	1,000	500	1,000
Freight and transportation.	1,000	1,000	1,000	1,000	500	500	500	500	500	1,000	500	1,000
Postage and telegraphing.	500	1,000	500	1,000	500	500	500	500	500	1,000	500	1,000
Books and stationery.	500	1,000	500	1,000	500	500	500	500	500	1,000	500	1,000
Printing and advertising.	500	1,000	500	1,000	500	500	500	500	500	1,000	500	1,000
Music and amusements.	500	1,000	500	1,000	500	500	500	500	500	1,000	500	1,000
Household expenses.	1,000	3,000	2,000	1,000	500	500	500	500	500	1,000	500	1,000
Furniture,	2,000	1,000	3,000	2,000	1,000	1,000	1,000	1,000	1,000	2,000	1,000	2,000
Building, repairs, etc.	3,000	8,000	5,000	3,500	3,000	3,000	3,000	2,500	1,000	3,000	1,000	31,000
Farms, garden, stock, etc.	3,500	8,000	1,000	3,000	3,000	3,000	3,000	2,500	1,000	3,000	1,000	34,300
All other expenses.	3,000	8,000	5,000	3,000	4,000	2,000	2,000	2,500	1,000	3,000	1,000	31,100
Total.	\$18,000	\$20,000	\$15,000	\$112,000	\$10,000	\$10,000	\$10,000	\$10,000	\$10,000	\$120,000	\$10,000	\$1,000
Miscellaneous income.	8,000	21,000	12,000	12,000	8,000	2,000	4,000	.....	.....	1,000	.....	71,000
Annual appropriation needed.	\$16,000	\$236,000	\$10,000	\$10,000	\$10,000	\$25,000	\$65,000	\$50,000	\$25,000	\$120,000	\$10,000	\$1,000
Estimated number of inmates.	520	1,600	925	640	250	125	125	250	125	1,600	125	6,115
Per capita cost (approximated).	\$185	\$162	\$165	\$175	\$300	\$180	\$130	\$130	\$130	\$175	\$130	\$178,50
Appropriation for 1880.	\$104,000	\$206,000	\$101,000	\$101,000	\$101,000	\$124,000	\$66,000	\$51,000	\$51,000	\$120,000	\$10,000	\$1,000
Balder sumps.	20,000	20,000	20,000	20,000	.....	.....	.....	.....	.....	120,000	.....	45,000
Appropriation for 1880.	\$70,000	\$116,000	\$120,000	\$101,000	\$101,000	\$101,000	\$101,000	\$101,000	\$101,000	\$120,000	\$10,000	\$1,000
Appropriation for two years.	130,000	152,000	240,000	240,000	240,000	240,000	240,000	240,000	240,000	240,000	240,000	240,000

According to this estimate, the total ordinary expenses of eleven institutions will be \$1,097,000 a year. In 1887, they were \$1,014,000, and in nine months ending June 30, 1888, they were at the rate of \$1,078,000. The average number of inmates in 1887 was 5,230; in 1888 it was 5,930. We estimate it for 1889 and 1890 at 6,145, which will make the per capita rate \$178 50.

We estimate the receipts from other sources than the state treasury at \$74,000 a year. In 1887 they were \$78,000. This will make the net cost to the state \$1,023,000. The net cost in 1887 was \$935,000, and in the nine months ending June 30, 1888, it was at the rate of \$987,000.

It will not, however, be necessary to make so large an appropriation as these figures would indicate. An appropriation has been made by Congress for the support of the inmates of state soldiers' homes at the rate of \$100 per capita. We estimate the receipts from this source, which can be applied to the support of the soldiers' home at Quincy, at \$65,000, which will not, however, reduce the appropriation necessary to be made. But a reduction, applicable to one year only, can be made by using a portion of the surplus which will have accumulated by the first of July, 1889, for the payment of the expenses of the ensuing year. In our judgment, the surplus in the treasury of each of the three hospitals for the insane at Elgin, at Kankakee, and at Jacksonville, will, by that date exceed \$40,000 for each of them. We propose that one-half of it shall be deducted from the appropriations for the fiscal year 1889. We also propose a reduction of \$5,000 on account of surplus accumulated by the soldiers' orphans' home, which will make the total appropriation for the first year \$958,000, instead of \$1,023,000; so that the appropriation for both years will be \$1,981,000, which is \$14,500 less than the appropriations made by the last general assembly for the same institutions for the same time.

The reasons for each appropriation are as follows:

The gross ordinary expenses of the Northern Insane Hospital, in 1887, were \$96,457.70; in 1888 (at the rate of), \$97,499.24. Our estimate for 1889-'90 is \$98,000. We deduct \$8,000 estimated miscellaneous income. The appropriation required is \$90,000 per annum, which admits of caring for 530 patients at an average per capita cost of \$185; the number during the last biennial period has averaged 531, and the per capita cost (net) has been \$182.63. But the surplus in the hands of the institution treasurer, June 30, 1888, was \$38,093.53, and we estimate the surplus on the 30th of June next at \$48,000—the present appropriation being \$100,000, or \$10,000 more than is needed for the expenses of the present year. We therefore propose an appropriation of but \$70,000 for 1889, and \$90,000 for 1890.

The gross ordinary expenses of the Eastern Insane Hospital, in 1887, were \$246,952.50; in 1888, at the rate of \$271,488.27. Our estimate for 1889-'90 is \$260,000. We deduct \$24,000 estimated

miscellaneous income. The appropriation required is \$236,000, which admits of caring for 1,600 patients at \$162. The number during the past biennial period has averaged 1,543, and was at the close of the year, 1,609; the per capita cost has been \$161.10. But the surplus in the hands of the institution treasurer, June 30, was \$35,716.52, and we estimate the surplus on the 30th of June next at \$42,000. We therefore propose an appropriation of but \$216,000 for 1889, and \$236,000 for 1890.

The gross ordinary expenses of the Central Insane Hospital, in 1887, were \$149,659.35; in 1886, at the rate of \$153,299.28. Our estimate for 1889-'90 is \$152,000. We deduct \$12,000 estimated miscellaneous income. The appropriation required is \$140,000, which admits of caring for 925 patients at \$165; the number during the past biennial period has averaged 913, and the per capita cost has been \$165.92. But the surplus in the hands of the institution treasurer, June 30, was \$33,076.79, and we estimate the surplus on the 30th of June next at \$43,000, the present appropriation being \$150,000, or \$10,000 more than is needed for the expenses of the present year. We therefore propose an appropriation of but \$120,000 for 1889, and \$140,000 for 1890.

The gross ordinary expenses of the Southern Insane Hospital, in 1887, were \$121,102.44; in 1888, at the rate of \$116,682.95. Our estimate for 1889-'90, \$112,000. We deduct \$12,000 estimated miscellaneous income. The appropriation required is 100,000 per annum, which admits of caring for 640 patients at an average per capita cost of \$175; the number during the last biennial period has averaged 531, and the per capita cost has been \$186.06. The surplus in this institution is only one-third of what it is in the other hospitals for the insane, and it will not increase during the present year. We therefore do not take it into account, but recommend an appropriation of \$100,000 for each of the two years.

The gross ordinary expenses of the Institution for the Deaf and Dumb, in 1887, were \$105,977.49; in 1888, at the rate of \$110,437.35. Our estimate for 1889-'90 is \$108,000. We deduct \$8,000 estimated miscellaneous income. The appropriation required is \$100,000 per annum, which admits of caring for 360 pupils at an average per capita cost of \$300; the number during the last biennial period has averaged 407, and the per capita cost has been \$265.87. It should be said here that the average number, in institutions which have a vacation, as stated by us, is not the average number during term time, but is obtained by dividing the total number of days' board by the number of days in a calendar year, or in the biennial period. The average number of pupils in this institution during the school year of 1886-'87 was 507, and during the school year 1887-'88 it was 498. The average for the biennial period, calculated according to our rule, appears to be larger than it would, if it were not for the fact that the second of the two fiscal years does not include the vacation. The same remark applies to the institution for the blind and the asylum for feeble-minded children.

The gross ordinary expenses of the Institution for the Blind in 1885, were \$39,709.80; in 1888 at the rate of \$45,290.47. Our estimate for 1889-'90 is \$46,000. We deduct \$1,000 estimated miscellaneous income. The appropriation required is \$48,000 per annum, which admits of caring for 135 pupils at an average per capita cost of \$360; the number during the last biennial period has averaged 134 and the per capita cost has been \$272.47. The average during the school year of 1886-'87 was 174 and during the school year of 1887-'88 it was 161.

The gross ordinary expenses of the Asylum for Feeble-Minded Children, in 1885, were \$60,961.91; in 1888, at the rate of \$61,389.49. Our estimate for 1889-'90 is \$70,000. We deduct \$4,000 estimated miscellaneous income. The appropriation required is \$66,000 per annum, which admits of caring for 375 pupils at an average per capita cost of \$180. The number during the past biennial period has averaged 372, and the per capita cost has been \$181.92. The average number during the school year of 1886-'87 was 425, and during the school year of 1887-'88 it was 387. This is an institution in which the tendency to increase in size is more apparent than in either of the other educational institutions, for the reason that the provision made for the care of idios is wholly inadequate to meet the demand, and it is almost impossible to resist the pressure for the admission of pupils beyond the capacity of the asylum.

The gross ordinary expenses of the Soldiers' Orphans' Home in 1885 were \$49,687.61; in 1888, at the rate of \$51,516.1. This institution has no miscellaneous income. The appropriation required, therefore, is \$50,000 per annum, which admits of caring for 360 orphans at an average per capita cost of \$140. The number during the last biennial period has averaged 348, and the per capita cost has been \$145.75. The average number for the school term of 1886-'87 was 433, and for the school term of 1887-'88 it was 380. The appropriation made by the last general assembly for this institution was \$55,000, and the surplus was increased during the biennial period by \$5,000; by the first of next July, it will probably be not less than \$16,000. We therefore recommend a reduction of the appropriation for 1889 to \$45,000, leaving that for 1890 at \$50,000.

The gross ordinary expenses of the Charitable Eye and Ear Infirmary, in 1885, were \$29,012.07; in 1888, at the rate of \$22,215.17. The growth of this institution during the past few years has been remarkable. In 1884, the average number of inmates was 78, in 1888 it had risen to 127, and it still tends to increase. We therefore estimate the appropriation required annually for 1889 and 1890 at \$27,000. This institution has no miscellaneous income. The appropriation recommended by us admits of caring for 100 patients at an average per capita cost of \$160. The number during the last biennial period has averaged 124, and the per capita cost has been \$169.89.

The gross ordinary expenses of the State Reform School, in 1885, were \$48,402.66; in 1888 at the rate of \$53,365.24. Our estimate for 1889-'90 is \$50,000. We deduct \$4,000 estimated mis-

laneous income. The appropriation required is \$46,000 per annum, which admits of caring for 320 inmates at an average per capita cost of \$156. The number during the last biennial period has averaged 313, and the per capita cost has been \$161.55. Our estimate for this institution is perhaps closer than that made by us for any other; but it is safe, since the surplus, June 30, 1888, was \$19,396.70. We do not regard it as prudent to make any deduction on account of this surplus, in view of the financial uncertainty attending the conduct of labor in this school on state account, instead of by contract, as formerly.

The gross ordinary expenses of the Soldiers' and Sailors' Home in 1887, were \$69,085.27; in 1888 at the rate of \$97,829.35; our estimate for 1889-'90 is \$130,000. This institution has no miscellaneous income. An appropriation of \$130,000 admits of caring for 750 soldiers at an average per capita cost of \$175, which is the highest rate of expenditure recommended by us for any hospital for the insane in this state, except one, and we do not think that the cost of maintaining soldiers in the home should exceed that of medical care and treatment of insane patients. This institution opened March 1, 1887; from that date until the close of the biennial period, the average number of inmates has been 388, and the per capita cost \$215.10. It is to be expected that the cost per capita in a new institution will be higher than in one in thorough running order. The number of soldiers present June 30, 1888, was 526, and the capacity of the home has been increased by the erection of additional cottages, and is now 750. By a recent act of Congress, the national government agrees to furnish one hundred dollars a year towards the support of every soldier maintained in a state home. On the basis of an actual attendance of 750 soldiers, the allowance from the national treasury will be \$75,000.

The text of the act is as follows:

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That all the states or territories which have established, or which shall hereafter establish, state homes for disabled soldiers and sailors of the United States who service in the war of the rebellion, or in any previous war, who are disabled by age, disease or otherwise, and by reason of such disability are incapable of earning a living, provided such disability was not incurred in service against the United States, shall be paid for every such disabled soldier or sailor who may be admitted and cared for in such home at the rate of one hundred dollars per annum. The number of such persons for whose care any state or territory shall receive the said payment under this act shall be ascertained by the board of managers of the National Home for Disabled Volunteer Soldiers, under such regulations as it may prescribe, but the said state or territorial homes shall be exclusively under the control of the respective state or territorial authorities, and the board of managers shall not have nor assume any management or control of said state or territorial homes. The board of managers of the National Home shall, however, have power to have the said state or territorial homes inspected at such times as it may consider necessary, and shall report the result of such inspections to Congress in its annual report.

SEC. 2. That the sum of two hundred and fifty thousand dollars, or so much thereof as may be necessary, is hereby appropriated, to carry out the provisions of this act, and payments to the states or territories under it shall be made quarterly by the said board of managers for the National Home for Disabled Volunteers to the officers of the respective states or territories entitled, duly authorized to receive such payments, and shall be accounted for as are the appropriations for the support of the National Home for Disabled Soldiers.

Approved, August 27, 1888.

This will not reduce the amount of the appropriation necessary to be made, but it insures the refunding of a portion of the money expended, and reduces the cost of the home to the people of Illinois. The law should require the payment of this money directly to the treasurer of the state.

We do not, as will be observed, recommend the appropriation for any institution of a smaller amount than experience has shown to be necessary for its actual ordinary expenses. We do not believe that the people of the state are dissatisfied with the character of the care given to the inmates of these institutions, nor that they wish to deprive them of any comforts or advantages which they now enjoy. There can be no material reduction in the rate of expenditure, without a revolution in the methods of care, treatment, and tuition. As we have pointed out in the opening chapter, there has been a gradual but steady reduction in the rate, during the past fourteen years, and we believe that this reduction will continue until it reaches its natural limit, which it ought not to pass. We know that the superintendents now in charge are experienced, faithful, and honorable officers, who will not misappropriate or wilfully and deliberately waste the money entrusted to them by the legislature. This is shown by the accumulation, in so many institutions, of a surplus; and good financial management requires the maintenance at all times of a small cash reserve with which to meet unforeseen emergencies, such as an unexpected rise in the price of supplies, a sudden increase in the number of applicants for admission, a failure of the crops raised upon institution farms, or any other accident. Any legislation which would impair the credit of the institutions would impair their efficiency, and at the same time increase their cost.

The house of representatives, by a resolution adopted June 1, 1887, instructed us to submit with the present report the draft of a bill for an act making appropriations for the ordinary expenses of each and all of the institutions included under our jurisdiction, from the 1st of July, 1889, to the 30th of June, 1891.

We presume that this resolution is intended to secure the introduction of a bill corresponding somewhat to that making appropriations for the ordinary and contingent expenses of the state government, so that the members may see at a glance the total amount required for the ordinary expenses of the state institutions, and the method of its distribution among them. We have complied with the instructions given us, and submit the following draft of a bill:

A Bill for an act making appropriations for the ordinary expenses of the state institutions herein named:

SECTION 1. *Be it enacted by the People of the State of Illinois, represented in the General Assembly,* That there be and is hereby appropriated, for the purpose of defraying the ordinary expenses of the state institutions named in this act, for the year beginning July 1, 1889, the sum of \$958,000, payable quarterly in advance, and that the said appropriation shall be apportioned between the said institutions as follows:

To the Northern Hospital for the Insane.....	\$90,000 00
To the Eastern Hospital for the Insane.....	216,000 00
To the Central Hospital for the Insane.....	120,000 00

To the Southern Hospital for the Insane.....	\$100,000 00
To the Institution for the Deaf and Dumb.....	100,000 00
To the Institution for the Blind.....	38,000 00
To the Institution for Feeble-Minded Children.....	66,000 00
To the Soldiers' Orphans' Home.....	45,000 00
To the Charitable Eye and Ear Infirmary.....	27,000 00
To the State Reform School.....	46,000 00
To the Soldiers' and Sailors' Home.....	130,000 00
 Total	 \$958,000 00

Section 2. For the purpose of defraying the ordinary expenses of the said institutions for the year beginning July 1, 1890, the sum of \$1,023,000 is appropriated, payable quarterly in advance, which amount shall be apportioned among them as follows, and at the same rate until the expiration of the first fiscal quarter after the adjournment of the next general assembly:

To the Northern Hospital for the Insane.....	\$90,000 00
To the Eastern Hospital for the Insane.....	236,000 00
To the Central Hospital for the Insane.....	140,000 00
To the Southern Hospital for the Insane.....	100,000 00
To the Institution for the Deaf and Dumb.....	100,000 00
To the Institution for the Blind.....	38,000 00
To the Institution for Feeble-Minded Children.....	66,000 00
To the Soldiers' Orphans' Home.....	50,000 00
To the Charitable Eye and Ear Infirmary.....	27,000 00
To the State Reform School.....	46,000 00
To the Soldiers' and Sailors' Home.....	130,000 00
 Total	 \$1,023,000 00

Section 3. The moneys herein appropriated shall be due and payable to the trustees of the several institutions named, or to their order, only on the terms and in the manner now provided by law.

Section 4. The treasurer of the state of Illinois is hereby authorized to receive any moneys which may be paid to this state by the managers of the National Home for Disabled Volunteer Soldiers, under the provisions of an act approved by the President of the United States, August 27, 1888.

SPECIAL APPROPRIATIONS.

The following is a complete list of special appropriations made by the Thirty-Fifth General Assembly:

To the Northern Hospital for the Insane.

For repairs and improvements, \$5,000 per annum	\$10,000
For improvement of grounds, \$1,000 per annum	2,000

For enlargement of bakery, dining-room, etc.....	3,345
For iron fire-proof doors and fire-proof walls.....	8,000
For hose-house, soap-room, and firemen's rubber outfit	6,000
Total	\$29,345

To the Eastern Hospital for the Insane.

For repairs and improvements, \$10,000 per annum	\$20,000
For improvement of grounds, \$1,000 per annum.....	2,000
For stock and farm implements, \$1,500 per annum.....	3,000
For patients' library, \$500 per annum	1,000
For painting inside and outside.....	5,000
For furniture and fixtures	10,000
For mortuary building	3,000
For land	10,000
For bakery and store room for flour	6,000
For boilers, chimney-stack and coal-house	7,000
For additional stock.....	1,500
Total	\$68,500

To the Central Hospital for the Insane.

For repairs and contingent fund, \$7,000 per annum	\$14,000
For improvement of grounds, \$250 per annum	500
For extending eighteen dining-rooms	5,000
For removing and rebuilding piggery.....	1,000
For procuring and setting steam boilers.....	4,000
Total	\$24,500

To the Southern Hospital for the Insane.

For repairs and improvements, \$5,000 per annum	\$10,000
For improvement of grounds, \$500 per annum	1,000
For new pump at big spring	977
For removing and refitting house for engineer	500
For fire-escapes	1,000
Total	\$13,477

To the Institution for the Education of the Deaf and Dumb.

For repairs and improvements, \$4,000 per annum	\$8,000
For pupils' library	1,000
For erection of a cottage for little girls	8,000
Total	\$17,000

To the Institution for the Education of the Blind.

For repairs and improvements, \$1,500 per annum	\$3,000
For fire-escapes	1,200
For street-paving.....	3,400
For laundry and furnishing the same	5,000
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Total	\$12,600

To the Asylum for Feeble-Minded Children.

For repairs and improvements, \$2,000 per annum.....	\$4,000
For improvements of grounds, \$500 per annum.....	1,000
For purchase of two new boilers	2,000
For sewer construction.....	5,000
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Total.	\$12,000

To the Soldiers' Orphans' Home.

For repairs and improvements, \$1,500 per annum.....	\$3,000
For books and papers for pupils' library.....	500
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Total.	\$3,500

To the Eye and Ear Infirmary.

For repairs and improvements, \$1,000 per annum.....	\$2,000
For additional furniture.....	3,000
For two sixteen-foot tubular boilers.....	2,000
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Total.	\$7,000

To the State Reform School.

For repairs and improvements, \$1,000 per annum.....	\$2,000
For an artesian well.....	3,000
For rebuilding front steps of main building.....	1,000
For boys' library, \$300 per annum.....	600
For machinery and materials, and as a working capital... ..	30,000
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Total.	\$36,609

To the Soldiers' and Sailors' Home.

For contingent expenses	\$5,000
For a hospital building	25,000
For furnishing and equipping hospital.....	3,500
For fencing, bridging, roadways, walks, and improvement of grounds.	6,000
For farm buildings and necessary outbuildings	5,000

For additional boilers.....	3,009
For additional cottages, completed and furnished	87,000
For architect, superintendent of construction, and contingent fund	6,000
For purchase of additional land.....	900
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Total.	\$142,000

RECAPITULATION.

Northern Hospital for the Insane.....	\$29,345
Eastern Hospital for the Insane.....	68,500
Central Hospital for the Insane.....	24,500
Southern Hospital for the Insane.....	13,477
Institution for the Deaf and Dumb.....	17,000
Institution for the Blind.....	12,600
Asylum for the Feeble-Minded	12,000
Soldiers' Orphans' Home.....	3,500
Eye and Ear Infirmary	7,000
State Reform School.....	36,600
Soldiers' and Sailors' Home	142,000
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Total	\$366,522

The amount asked by the institutions exceeded \$1,500,000. But among the requests preferred were two for the extension of the northern and southern hospitals for the insane at an aggregate cost of \$560,000. Even after deducting this sum, it is apparent that the legislature cut the requests for special appropriations down with an unsparing hand.

At the date of our last report, the institutions had an unexpended balance on special appropriation account of \$284,482.55. On the 30th of June, 1888, the unexpended balance on this account was \$95,479.43. The amount expended during the biennial period was \$531,224.05, of which \$356,699.66 was for building and repairs, \$43,861.38 for labor, \$31,307.81 for machinery, \$23,539.00 for land, \$11,625.49 for furniture, \$43,528.28 for expenses of the shoe-shop at Pontiac, and the balance for sundry other items. The details of expenditure are shown in the reports of the several institutions, and also the character of the improvements made. We need not enlarge very much upon them.

The application for iron fire-proof doors and fire-proof walls at Elgin was expended partly in the purchase of fifty-six iron cavity doors, and sixteen Wilson's patent rolling shutters. Since the making of this appropriation, our attention has been called to some remarks by Mr. Edward Atkinson, president of the Boston Manufacturers' Mutual Fire Insurance Company, on this subject, in an address delivered in Minneapolis, in 1885. He says: "Iron doors are a snare and delusion; iron shutters worse. They neither keep the fire out nor in, but they exclude both firemen and water." In a special report of the company of which he is president, he writes

as follows: "We find it necessary to repeat the warning against inadequate fire-doors, as we find that reliance is still placed on several classes of doors in which we have no confidence, such as rolled or cast-iron doors, corrugated or hollow iron doors, wooden doors covered with zinc—a metal which melts at about 700 degrees Fahrenheit, wooden doors covered only on one side with tin." In this same report Mr. Atkinson (who is probably the highest authority in matters of fire prevention in this country), submits specifications, drawn by Mr. W. B. Whiting, for making a fire-door or shutter that will resist fire longer than any other door or shutter known. "A door of the right construction to resist fire should be made of good pine, and should be of two or more thicknesses of matched boards nailed across each other, either at right angles or at forty-five degrees. If the doorway be more than seven feet by four feet, it would be better to use three thicknesses of same stuff; in other words, the door should be of a thickness proportioned to its area. Such a door should always be made to shut into a rabbet, or flush with the wall, when practicable; or, if it is a sliding door, then it should be made to shut into or behind a jamb, which would press it up against the wall. The door and its jambs, if of wood, should then be sheathed with tin, the plates being locked at joints and securely nailed under the locking with nails at least one inch long. No air-spaces should be left in a door by panelling or otherwise, as the door will resist best that has the most solid material in it. In most places, it is much better to fit the door upon inclined metal slides rather than upon hinges. This kind of door may be fitted with automatic appliances, so that it will close itself when subjected to the heat of a fire; but these appliances do not interfere with the ordinary methods of opening and shutting the door. They only constitute a safeguard against negligence. The best automatic appliance is that made by the Providence Steam & Gas Pipe Co. This appliance may also be used upon swinging doors. Its cost is very small; we therefore recommend its adoption, even on doors where there may seem to be little need for such precaution."

The appropriation for the purchase of land for the use of the eastern hospital for the insane enabled the trustees to add 317.58 acres adjoining the hospital farm on the south, and lying along the Kankakee River, known as the Tupper land; and also ten acres known as the Grimm tract. The average price paid per acre was a trifle over thirty dollars. On account of the immense number of patients cared for in this hospital, it is the opinion of the superintendent and trustees that still further additions to the hospital farm are desirable, if not essential. We desire to remark, for the benefit of the legislature, that it very rarely happens that the general assembly will provide for or permit the purchase of a sufficient amount of land for the use of any institution, at the time of its creation and location. We have repeatedly expressed the conviction that the amount of land required may be fairly estimated at one acre for each patient. It is obvious that land can be bought

to better advantage at the time when the site of the new institution is chosen, than at any time afterwards. There is then more or less competition between different localities, all of which want the institution; and land is offered, in any quantity that may be desired, at its actual cash value in the market, and sometimes at a price which does not equal a fair valuation. But as soon as an institution has been established, this competition ceases; the value of land in the immediate vicinity is at once increased; the holders, believing that they have a corner on the state demand an excessively high price for the tracts which are most desired, or even refuse to sell at any price. It is a short-sighted policy on the part of the legislature, not to provide a sufficient amount of land at the outset.

We call attention to the remarks made by Dr. Dewey, on page 13 of his report, respecting the cost of alterations due to increased capacity. He estimates the cost of the changes in the Kankakee hospital, which would be unnecessary if additions not originally contemplated had been made, at very nearly \$150,000, or nearly one hundred dollars per patient. And there are other changes still to be made, which will add to this figure. There can be no doubt that it is better, and in the end cheaper, to determine in advance the number of inmates to be accommodated in a given institution, plan all parts of the institution for that precise number, and afterwards firmly and positively refuse to permit any enlargement of its capacity. When the pressure for admissions to the institution in excess of its capacity becomes too great to be longer resisted, the time has arrived for the creation of a new institution. To build new institutions, as they are required, is for many reasons not only a wiser but a more economical policy.

The erection of a cottage for little girls at the institution for the education of the deaf and dumb has no doubt improved the organization of that school. It is, however, an extension of the capacity of the establishment, which we regret to see, believing that it is already over-grown in size, and that it will be difficult to find a successor to the present superintendent who will be capable of handling it successfully.

The appropriation for an artesian well at Pontiac enabled the trustees of the reform school to bore to the depth of 1,408 feet. The water stands in the well to the height of about forty feet from the surface of the ground, and is very salt. By the aid of a deep-well wind-pump the pond upon the grounds of the institution can be kept full, and the water will be of use for flushing sewers and for extinguishing fires, but not for drinking. It is thought that artesian water, which will flow above the surface, can not be found at a depth of less than 2,500 feet.

In consequence of the adoption of the constitutional amendment in opposition to contract labor in prisons and reformatories, the last general assembly made an appropriation to the state reform school of \$30,000 for machinery and materials, and as a working

capital, to enable the institution to continue the manufacturing of boots and shoes. The following is a history of the new enterprise, closing with the end of the fiscal year, the 30th of last June.

The trustees paid, out of the appropriation, for the purchase of the plant from the former contractors, seven thousand dollars, leaving them twenty-three thousand dollars as a working capital, a sum which they declare insufficient for the amount of business carried on, which aggregated one hundred thousand dollars in the course of the year. The shop acknowledges the receipt of \$109,-192.53 from sales, making the total income \$139,192.53. Beside paying for the plant, it has incurred expenses, on account of material, labor, machinery and tools, amounting to \$130,094.39; and the balance, \$2,098.14, is in the hands of the treasurer of the institution. The details of the expense incurred are given in the itemized statement contained in the report of the trustees, where they can be examined. The inventory, June 30, shows assets to the amount of \$44,145.26, of which, in addition to the original plant, \$18,004.33 is merchandise, \$859.26 is cash in bank, and \$18,281.67 is bills receivable. The liabilities are, besides the original appropriation of \$30,000, bills payable \$8,316.31. The profit is estimated at \$5,828.95.

We should state it differently, and more to the advantage of the institution, as follows: The total income has been \$139,192.53; total expenses, \$147,249.58; excess of expenditure over income, \$8,057.95. For this the shop has to show assets amounting to \$45,384.14, made up of the plant, which cost \$7,000; merchandise, \$18,004.33; uncollected accounts, \$18,281.67; and cash in the hands of the treasurer, June 30th, \$2,098.14. On the other side, it has orders drawn but not presented, and therefore still to be paid, to the amount of \$1,238.88; and unpaid bills amounting to \$8,316.31; total liabilities, \$9,555.19. From the balance, which is \$35,828.95, must be deducted \$7,000 paid for the plant out of the original appropriation, and the remainder, which is \$28,828.95, represents the earnings of the shop from the time it was opened on state account, until the close of the fiscal year 1887. This is far more than the shop could ever earn under the contract system. The amount paid by the contractors for the labor of the boys, in 1885, was \$8,313.42; and in 1886 it was \$8,901.49.

The trustees think that more diversified industries would be better for the boys committed to their charge, and of the correctness of their judgment in this regard we are convinced. We very strongly favor the introduction into the schools of a complete system of technological training, like that in the industrial school at Rochester, New York. The profits on labor have always been small, even under the contract system. Under the public account system, it has been very difficult for the shop to dispose of its manufactured product. We regard the training of this class of boys in the use of tools as far more important than any insignificant diminution in the cost of their support while detained in the institution. They should go out of it fitted, if possible, with such

general knowledge and skill in the use of tools of every description as to enable them to find employment in any branch of mechanical industry in which a position may be open to them, and not be compelled to seek employment in one particular kind of shops, at one particular branch of factory work. Besides, the development of their intellectual and moral natures resulting from factory work in a given direction is not equal to that which would follow a more general and varied course of instruction.

Since the date of our last report, the soldiers' and sailors' home at Quincy has been completed and opened. The first soldier was admitted March 3, 1887, while the last general assembly was in session. The total number admitted up to June 30, 1888, has been 844, of whom 526 were present at that date. The applications for admission do not appear to have been as numerous as had been anticipated. With the appropriation made by the last general assembly the capacity of the home has been increased, and is now said to be 750. The hospital, which will accomodate seventy-five men, was built for \$25,000, or at the rate of \$333.33 per bed. Eight cottages have also been built, which will accomodate 420 men, and furnished, at the low per capita cost of \$208. The heating and ventilation of the main building and of the cottages formerly erected have been thoroughly overhauled and greatly improved. For the excellence of the result obtained the institution is indebted to the architect, Mr. William F. Hackney, whose relation to the trustees and to the work has been very satisfactory. We have visited the home, and have been very much pleased with the appearance of the premises and grounds and with the apparent comfort of the inmates.

We take this opportunity to express our great regret at the loss which the home and the people of the state sustained in the death of Gen. Lippincott, its first superintendent. At our meeting October 20, 1887, we adopted the following resolution, which was entered in full upon our minutes.

Resolved, That in the death of Gen. Charles E. Lippincott, superintendent of the soldiers' and sailors' home, the state of Illinois has sustained a severe loss. His history as a man, as a state officer, and as the head of one of our noblest charities, has been creditable to himself, and reflects honor upon the state. His family and the institution which has been bereaved by his demises, have our sincere sympathy in this affliction.

At our meeting in January, 1888, we were again called upon to mourn the death of one of our superintendents, Reverend Dr. F. W. Phillips, of the institution for the education of the blind. The following resolutions were adopted by us:

Resolved, That the board has learned with pain of the death of the Reverend Dr. Phillips, the superintendent of the institution for the education of the blind, at Jacksonville, under whose wise and careful administration of the trust committed to him that institution has been enlarged and improved, and its prosperity and usefulness greatly augmented.

Resolved, That we extend to his family, and to his pupils, who have lost in him a kind and faithful friend, our sincere sympathy; and we express the hope that the trustees may find an equally capable and devoted man as his successor.

Maj. J. G Rowland, one of the trustees of the soldiers' and sailors' home, was elected by the board to succeed Gen. Lippincott as superintendent.

The trustees of the institution for the education of the blind elected Mr. W. S. Phillips, formerly clerk of the institution, to succeed his father in the superintendency.

BONDS FILED.

We furnish a list of all bonds of superintendents and treasurers filed in this office, as required by law, since the date of our last report.

By Superintendents.

Soldiers' Orphans' Home, Normal.—H. C. DeMotte, principal; B. F. Funk, J. L. Beath, David Kern, and H. M. Senseney, sureties; amount, ten thousand dollars; dated May 21, 1887.

State Reform School, Pontiac.—John D. Scouller, principal; James A. Caldwell, and Charles A. McGregor, sureties; amount, five thousand dollars; dated July 14, 1887.

Soldiers' and Sailors' Home, Quincy.—Charles E. Lippincott, principal; William Jayne, and Frank W. Tracy, sureties; amount, ten thousand dollars; dated March 1, 1887.

Soldiers' and Sailors' Home, Quincy—Joseph G. Rowland, principal; George F. Jasper, Ezra Best, William Evers, and Ceylon Smith, sureties; amount, ten thousand dollars; dated October 12, 1887.

By Treasurers.

Northern Insane Hospital, Elgin.—George P. Lord, principal; Alfred Bosworth, I. C. Bosworth, H. I. Bosworth, Lyman Black, and H. C. Hawkins, sureties; amount, fifty thousand dollars; dated July 21, 1887.

State Reform School, Pontiac.—James E. Morrow, principal; Lewis E. Payson, Thomas Spafford, and Julius Rosenberger, sureties; amount, forty thousand dollars; dated July 23, 1887.

Soldiers' and Sailors' Home, Quincy.—Leven W. Shepherd, principal; Milton Hay, James Morgan, Henry A. Williamson, and Frederick W. Meyer, sureties; amount, fifty thousand dollars; dated March 1, 1887.

Soldiers' and Sailors' Home, Quincy—James D. Morgan, principal; Frederick W. Meyer, and H. A. Williamson, sureties; amount, fifty thousand dollars; dated April 4, 1887.

BURR FUND.

The report of the northern hospital for the insane shows⁷ the principal of the Burr fund, the value of which is said to be \$37,533.33, to be intact. The amount of income from this fund, during the past two years, has been \$5,644.67, of which \$3,213.42 has been interest, and \$2,431.25 rent. The amount loaned at the present time is \$20,267.99.

SPECIAL APPROPRIATIONS ASKED.

The following is a complete list of special appropriations asked, by the state institutions, of the Thirty-Sixth General Assembly:

By the Northern Hospital for the Insane.

For repairs and improvements, \$5,000 per annum.....	\$10,000 00
For improvement of grounds, \$1000 per annum.....	2,000 00
For extension of amusement hall, with store, and room and basement for refitting the stage.....	10,747 61
For barns, sheds, re-plumbing, etc.....	30,743 48
For two hospital buildings for the sick.....	57,879 26
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Total.	\$111,370 35

By the Eastern Hospital for the Insane.

For repairs and improvements, \$15,000 per annum....	\$30,000 00
For improvement of grounds, \$1,500 per annum.....	3,000 00
For additional stock and farm implements, \$1,500 per annum.....	3,000 00
For library and apparatus for patients, \$500 per annum	1,000 00
For furniture and fixtures, \$10,000 per annum.....	20,000 00
For completing the south wing and employes' quarters	15,000 00
For a separate residence for the superintendent.....	10,000 00
For additional land.....	10,000 00
For enlarging laundry building, and machinery for the same.....	10,595 00
For enlarging main kitchen, and additional cooking apparatus.....	7,075 00
For additional electric lights and machinery.....	7,500 00
For painting inside and outside.....	7,500 00
For projections for outside water-closets.....	6,000 00
For improving and finishing roads.....	5,000 00
For covering for steam-pipes.....	5,000 00
For land drains and repairs to sewer.....	4,500 00
For concrete floors in basements and corridors.....	3,600 00
For building for rendering and for soap-making.....	3,000 00
For coal-sheds	2,745 00
For enlarging farm house.....	2,000 00
For straw barn and wagon-shed	1,800 00
For root-house.....	1,500 00
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Total.	\$188,315 00

By the Central Hospital for the Insane.

For repairs and improvements, \$7,000 per annum.....	14,000 00
For improvement of grounds, \$1,000 per annum.....	2,000 00
For brick stable and carriage-house.....	7,000 00

For store-house.....	\$3,500 00
For electric light plant, for both buildings.....	12,000 00
For outside fire line.....	2,400 00
For purchase of ground in Diamond Grove cemetery..	2,000 00
For street paving.....	8,307 70
Total.....	\$51,207 70

By the Southern Hospital for the Insane.

For repairs and improvements, \$5,000 per annum.....	\$10,000 00
For improvement of grounds, \$1,000 per annum.....	2,000 00
For additional water supply.....	10,000 00
For tower, tank, engine and pump.....	7,000 00
For laundry and laundry machinery.....	10,000 00
For completing side-walk to Anna.....	1,000 00
For thermostats, electric clock, etc.....	2,000 00
For vegetable cellar.....	1,000 00
Total.....	\$43,000 00

By the Institution for the Deaf and Dumb.

For repairs and improvements, \$5,000 per annum.....	\$10,000 00
For library for pupils, \$500 per annum.....	1,000 00
For the purchase of a farm	20,000 00
For the purchase of city lots.....	10,000 00
For street paving.....	6,000 00
For extension of electric light plant	5,000 00
For elevator in school building.....	3,450 00
For erection of ice-house.....	3,000 00
Total	\$61,450 00

By the Institution for the Blind.

For repairs and improvements, \$2,000 per annum.....	\$4,000 00
For cottage for girls.	18,000 00
For gymnasium	10,000 00
For department for teaching the tuning and repairing pianos	5,000 00
For repairs to cornice.....	1,000 00
For covered walk for girls	1,000 00
Total	\$39,000 00

By the Asylum for Feeble-Minded Children.

For repairs and improvements, \$3,000 per annum.....	\$6,000 00
For improvement of grounds, \$500 per annum.....	1,000 00
For electric light plant	4,500 00
For custodial building for 100 female inmates.....	34,000 00
For furnishing and heating the same.....	6,000 00
Total	\$51,500 00

By the Soldiers' Orphans' Home.

For repairs and improvements.....	\$5,000 00
For pupils' library.....	500 00
For erection of new dining-hall and chapel, and reconstruction of boiler-house, laundry and kitchen..	60,000 00
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Total	\$65,500 00

By the Eye and Ear Infirmary.

For an addition to the building.....	\$25,000 00
For furniture.....	3,000 00
For repairs and improvements.....	2,000 00
For painting.....	950 00
For paving Peoria street.....	402 00
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Total	\$31,352 00

By the State Reform School.

For repairs and improvements (\$2,000 per annum)....	\$4,000 00
For pupils' library (\$300 per annum).....	600 00
For iron stairway in main building.....	
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Total	\$4,600 00

By the Soldiers' and Sailors' Home.

For repairs and improvements, \$5,000 per annum....	\$10,000 00
For four additional cottages, complete and furnished, to accommodate 240 men.....	48,000 00
For barns, stables, shops and out-buildings	21,000 00
For roads, walks, and improvement of grounds	5,000 00
For assembly hall	8,000 00
For additional land	18,000 00
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Total	\$110,000 00

Recapitulation.

By the Northern Hospital for the Insane	\$111,370 35
By the Eastern Hospital for the Insane	188,315 00
By the Central Hospital for the Insane	51,207 70
By the Southern Hospital for the Insane	43,000 00
By the Institution for the Deaf and Dumb	61,450 00
By the Institution for the Blind.....	39,000 00
By the Asylum for Feeble-Minded Children.....	51,500 00
By the Soldiers' Orphans' Home.....	65,500 00
By the Eye and Ear Infirmary.....	31,352 00
By the State Reform School	4,600 00
By the Soldiers' and Sailors' Home.....	110,000 00
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Total	\$757,295 05

We repeat the recommendation contained in our last report, that the annual appropriations for improving grounds be from this time discontinued as, in our judgment, no longer necessary. This remark does not, of course, apply to the special appropriation asked for the improvement of the grounds belonging to the soldiers' and sailors' home at Quincy, which have not yet been developed.

The appropriations for repairs and improvements are usually computed on the basis of one per cent. of the original cost of the buildings. According to this rule, the amounts asked for this purpose are generally not excessive. The exceptions are, the eastern hospital for the insane, for which we recommend an appropriation of \$10,000 per annum; the asylum for feeble-minded children, for which we recommend an appropriation of \$2,000 per annum; and the soldiers' and sailors' home, for which we recommend an appropriation of \$3,500 per annum.

The appropriations for libraries, in institutions of an educational character, are obviously useful and proper. We think that there can be no reasonable objection to an annual appropriation for the maintenance and enlargement, from year to year, of the medical libraries and libraries for the use of patients in our hospitals for the insane. But the only one of them which asks for such an appropriation is that of Kankakee. We suggest the propriety of treating them all alike, and making an appropriation for each of them for this purpose, but limiting it to fifty cents a year, or one dollar for the two years, for each patient, calculated upon the average number of patients in attendance.

We are unable to recommend an annual appropriation in any institution for furniture. The uniform rule observed has been for the institutions to purchase such additional furniture as may be required, out of the ordinary expense fund; and we do not think it fair that one institution should have an advantage over another in this particular.

The remark just made with respect to furniture applies to live-stock and farm implements.

Several of the institutions request appropriations for the purpose of additional land, namely: The eastern hospital for the insane, \$10,000; the institution for the deaf and dumb, \$30,000; and the soldiers' and sailors' home, \$18,000. Of these requests we think that the one which possesses the most merit is that of the institution for the deaf and dumb for \$20,000 with which to purchase a farm. The purchase of the city lots across the street and in front of the institution is less important. But that institution certainly does need farming land, for dairy purposes, and to give an opportunity for the training of the boys in farm work.

The requests preferred by the central hospital for the insane, and by the institution for the education of the deaf and dumb, both at Jacksonville, and by the eye and ear infirmary at Chicago,

for money with which to pay the cost of street paving, are reasonable and should be granted. If the state were a private person, this expense would have to be met, and could be collected by law. Nothing is asked of the state, in this matter, which is not required of all other property holders whose property abuts on the streets which the cities of Jacksonville and Chicago design to improve.

We have repeatedly expressed our opinion in favor of the electric light, and need not repeat what we have said in former reports. The incandescent light is desirable in public institutions, on almost every ground that can be named. The amounts asked for this purpose are: By the eastern hospital for the insane, to extend the present plant, \$7,500; by the central hospital for the insane, for a new plant, for both buildings, \$12,000; by the institution for the education of the deaf and dumb, for the extension of the present plant, \$5,000; and by the asylum for feeble-minded children, for a new plant, \$4,500. We approve of these requests.

The central hospital for the insane asks for \$2,400 for the establishment of an outside fire line. This we regard as essential to the full protection of the valuable property of the state, belonging to that institution, against the peril of fire.

The request of the southern hospital for the insane for thermostats (which are automatic fire-alarms) is in the same direction. Several of the institutions possess this form of protection, but not all of them; and we do not know how to estimate the actual value of the thermostat. The request for an electric watch clock is reasonable and proper.

The remaining requests for appropriations are for buildings and for improvements, mostly in the nature of buildings. The only institutions which propose to enlarge their capacity by building are: The northern hospital for the insane, which desires to erect two hospital buildings for the care of sick patients who require special nursing, to cost \$57,879.26; the institution for the education of the blind, which asks for permission to erect a cottage for girls, to cost \$18,000; the asylum for feeble-minded children, which renews the application for \$40,000, with which to construct, furnish and heat a custodial building for 100 female pupils; the eye and ear infirmary, which desires to build an addition that will cost \$25,000, and will increase the capacity of that institution 300 patients; and the soldiers' and sailors' home, which desires to build four additional cottages, to accommodate 240 men, which will cost, complete and furnished, \$48,000.

The hospital buildings asked for at Elgin are modelled after those erected by Dr. Hurd at Pontiac, Michigan. Each of them will have a capacity of fifty patients. They will be detached from the main building, but connected with it by corridors one hundred feet in length. Dr. Kilbourne says of them: "It is intended that their cost, including plumbing, heating and furnishing, shall not exceed \$500 per capita." We advise that the institution be limited to the amount stated by the superintendent, and that the appro-

priation made, instead of being \$57,879.26, as requested by the trustees, be \$25,000 for one, or \$50,000 for both. Of course, if granted, this appropriation will increase the capacity of the hospital, which is now 525 patients, to 625. In that event, it will be necessary to increase the appropriation for ordinary expenses by not less than \$10,000 per annum, to take effect from and after the date when these new hospital buildings shall have been completed and made fully ready for the reception of patients.

The cottage which it is proposed to build in connection with the institution for the education of the blind, at Jacksonville, is for female pupils. We are not strongly impressed with the necessity for this appropriation at the present time. There are many other improvements in the system of institutions for the care of the unfortunate maintained by the state, which appear to us to be more urgently demanded, and they should have the preference, in the distribution of any funds devoted, by the general assembly, to this purpose.

With regard to the request of the eye and ear infirmary for money with which to build an addition, we repeat what we have before said, that no proposition to enlarge that institution on its present site will receive our endorsement.

The demand for additional facilities for the care of idiots, especially of feeble-minded girls and women, is almost irresistible. There does not seem to be any good reason why the state should assume the charge of the insane who have passed through the acute stage of insanity and are now in a condition of dementia, but refuse the charge of those who have been in a condition of dementia from their birth or from early childhood. An imbecile is no more dangerous to the community, and no more helpless, in the one case than in the other. The number of idiots in Illinois nearly or quite equals the number of the insane. Yet we have made provision, at state expense, for 3,700 insane, but for only one-tenth of that number of idiots. We favor the erection of a building to accommodate one hundred custodial cases, on the ground owned by the asylum for feeble-minded; but we do not think it necessary to expend the sum of \$34,000 upon it. It will be observed that the cottages asked for by the soldiers' and sailors' home are estimated to cost only \$200 per capita, complete and furnished, and they are to be built of brick. We do not think that anything better is necessary for these female idiots. We therefore recommend the appropriation of \$20,000, or not to exceed \$25,000, for this building, and that the appropriation be made on the express condition that the building when completed shall comfortably accommodate one hundred inmates. The appropriation should include furnishing, and no separate appropriation be made for that purpose.

The appropriation of \$48,000 for the erection of cottages at Quincy for the accommodation of 240 soldiers would increase the capacity of the home to 1,000 inmates. The highest number that has been actually present, at any one time, has been 600; and we

understand that no applicant entitled to admission under the statute governing the institution has thus far been rejected. We doubt whether it is necessary to make the enlargement of the capacity of the home suggested; and we incline to think that the true policy for the several states to pursue, in this matter, is to press upon the federal government the duty of making adequate provision for the care of all its disabled veterans, rather than to show a too ready disposition to relieve it of its proper responsibility in the premises. That the government is half conscious of its neglect of this duty, is shown by the passage of the act making an allowance from the national treasury of one hundred dollars a year in part payment of the cost of support of each soldier maintained in a state home. A forcible presentation of the subject to the attention of congress, especially if a number of states should join in it, might result in relieving the state of a burden which the government of the United States should, in equity, take upon itself. But, when every possible effort shall have been made to induce the government to do its duty, if all such efforts fail, we are clearly of the opinion that the state of Illinois can better afford to pay the small amount needed to keep its aged and infirm veterans of the civil war in comfort, for the few short years that they have to live on earth, than to have posterity say of us that we failed rightly to appreciate and fitly to reward the sacrifices which they made, the risks which they ran, and the sufferings which they endured, in order to preserve the nation from destruction. In a country which maintains no standing army, our only reliance for safety in time of danger is upon the military spirit of our people, and the maintenance of these homes for veterans who require their sheltering care is an encouragement to that spirit and a guaranty of future security. We therefore leave this question, without formal recommendation, to the good sense and patriotism of the general assembly.

Of the appropriations asked for various improvements which do not increase the capacity of the institutions, but which only serve to put them in better shape, we desire to direct the attention of the legislature first of all to the request of the soldiers' orphans' home, which we believe to be the most important of them all. In 1882 we called attention to the overcrowded condition of the state reform school. The legislature, in 1883 and 1885, made appropriations which remedied the evils of which at that time we complained. We now call the attention of the visiting committees appointed by the senate and house in 1889 to the overcrowding of the home at Normal. They will find the children in that institution sleeping two and three in a bed, in beds so close to each other that they actually touch. They will find the chapel and dining-room crowded almost to suffocation. They will find an utter absence of proper play-rooms for the children, when out of school. The rear building, in which the domestic work of the institution is done, including the steam-heating, the cooking, the baking, and the laundry work, is wholly inadequate for its uses.

After a careful examination of the condition and needs of this institution, we are satisfied that it requires to be thoroughly overhauled and the rear building partially reconstructed. We have advised the trustees to have plans made for a new dining-room and chapel, and for the enlargement of the rear building, (saving such portions of it as can be utilized). The trustees have secured the services of a competent architect, Mr. William F. Hackney, the same who secured such a satisfactory result at the soldiers' and sailors' home at so small a cost; and he has prepared plans for the proposed alterations, which will be laid before the legislature. He estimates the cost of the changes which he recommends at \$60,000, and, confiding in his knowledge and integrity, of which the state has already had proof, we recommend the appropriation of this sum.

There is another appropriation to whose support we wish to give whatever weight may attach to our favorable opinion and recommendation, namely that of \$10,000 for a separate residence for the superintendent of the eastern hospital for the insane at Kankakee. As is well known, the original sketches for the plans of this institution were furnished to the architect by Mr. Wines, the secretary of this board. Objection having been made by many persons to the extensive and expensive centre buildings provided, in most institutions, for the accommodation of the officers, the original designs for the Kankakee hospital were prepared with a view to reducing the size of the centre building and providing for the accommodation of the superintendent elsewhere. This was done; and the centre building at Kankakee is, we believe, the smallest in the state. Though the hospital contains 1,600 patients and has a staff of six assistant physicians, the centre building is much smaller than that at Elgin, or at Anna, where there are 500 and 600 patients, and only two assistant physicians in each hospital. The consequence is that there is not room at Kankakee for the proper accommodation of the officers, and additional provision for them in some shape is a necessity. We believe that the erection of a separate residence for the superintendent is the most economical method of obtaining the additional room required. But, without regard to the question of expense, we are of the opinion that it is the best form of provision, and that justice to the officer in charge of so large an establishment, with so great and so varied responsibilities, demands that he should have the opportunity for rest, study, and reflection, which a separate residence would give him. His efficiency and usefulness would be increased, if his attention were not continually called to petty details of administration, which could be equally well entrusted to a competent subordinate under his general direction. We are further of the opinion that it is unkind and unjust to the family of the superintendent, particularly to his young children, to require them to reside in the institution and breathe its atmosphere, by day and by night. We know the delicacy of feeling of Dr. Dewey,

which will prevent him from urging this particular appropriation as its importance demands, and we press it upon the attention of the legislature for that reason.

We also strongly advise the completion of the building occupied by employes at Kankakee.

The northern hospital for the insane at Elgin asks permission to expend the accumulated surplus of the ordinary expense fund now on hand in making various improvements, a long list of which it submits, with the estimated cost of each. We have no doubt that many of the improvements are desirable; and we give the superintendent and trustees of this hospital credit for having made, during the past two years, a vigorous and successful effort to reduce the per capita cost of maintenance and bring it more nearly to the average cost in the other state hospitals for the insane. The attention of the legislature is called to the fact that the per capita cost at Elgin for the past two years has been less than that at Anna, in a more favorable climate. The cost at Anna has, for some reason, partly on account of the purchase of the electric light plant, been higher than during the fiscal year 1885-86, by about fifteen dollars per annum. We feel that the excellent management at Elgin deserves recognition; and, if we had not advised the application of this surplus to the reduction of the appropriation for ordinary expenses for the year 1890, we should have been disposed to recommend its diversion to the purposes to which the trustees desire to apply it. We think it better, however, to use the ordinary expense fund only for ordinary expenses, and to make such special appropriations for specific uses as the legislature may deem best, without giving such large discretionary power in the application of the moneys appropriated. We have long known that the plumbing was defective, and that more room is needed for the proper housing of the large number of horses and cattle belonging to the farm.

The special request for an appropriation for the enlargement of the amusement hall meets our approval. The amusement hall is far too small and too crowded for the number of patients; and, if the new hospitals for sick patients should be built, the necessity for its extension will be even greater than it is now. The hospital also requires better facilities for handling stores, which this appropriation will supply.

With regard to the long list of applications preferred by the hospital at Kankakee, it is not so easy to know what to say. That is a new institution, in a certain sense incomplete, and its capacity is very much greater than that for which it was originally designed. The occasion for enlarging the main kitchen and the laundry building grows out of this enlarged capacity. Additional farm buildings are much more needed here than at Elgin or at Jacksonville, as the visiting committees of the legislature will perceive, after seeing and comparing them. They will also see that the grounds have not yet been brought into the same

condition as those at Elgin, and that the request for money with which to carry on the work of making roadways is not unreasonable. The work of painting and that of covering the steam pipes is also incomplete. Much of the land purchased still requires to be under-drained. Without mentioning in detail all of these requests, we remark that there is not one of them which is foolish in itself, or which it would be improper to grant, with perhaps a single exception. Our experience with concrete floors in the public institutions of this state is such, that we venture to express the hope that the legislature will not authorize any more of them, but will insist upon the adoption of some other method of finishing basements. They do not wear well, they are unsightly, dirty, and if it becomes necessary to take them up, in order to get at pipes or drains beneath them, they have to be cut through with a stone chisel and are very much in the way.

The request of the central hospital for a new stable and carriage-house, and for money with which to convert the present stable into a store-house, is characterized by Dr. Carriel's customary good sense and sound judgment. At some time, this will have to be done; and, if the funds at the disposal of the legislature will admit of it, this is a good time for making the proposed improvement.

As to the purchase of lots for the burial of patients in Diamond Grove cemetery, though there is force in his suggestion that the state ought not to make use of that cemetery without compensation, yet it is difficult to see why the institution should not set apart ground for this purpose in a remote portion of the farm belonging to it.

The southern hospital for the insane wants \$10,000 with which to prosecute the work of boring for artesian water, on which the hospital has already expended \$2,000 out of the ordinary expense fund. This work was begun, without express authority of law, in consequence of the severe and protracted drought in the summer of 1887, from which the institution suffered greatly. If any confirmation were needed of the correctness of our judgment in advising, two years ago, against the enlargement of the hospital at Anna, this drought certainly furnished it. For remarks as to the insufficiency of the water supply at Anna, we refer the reader to page 53 of our sixth biennial report (1880), and page 37 of our ninth biennial report (1886). We presume that it will be necessary to continue to appropriate money for experiments at that location, until a sufficient supply of water shall have been obtained, or the impossibility of securing it demonstrated.

The general principle that enlargement of the capacity of any institution involves expense not foreseen at the time of such enlargement, receives a fresh illustration in the application for \$10,000 with which to construct a new laundry and purchase new laundry machinery. The trustees say: "Our present laundry and bakery are both too small for the work necessary, now that the institution has been considerably enlarged." We again warn the legislature

not to be deceived by representations made by interested parties, to the effect that it is cheaper to enlarge existing institutions, than it is to build new ones, when additional provision for the insane or any other class becomes necessary. It appears to us that the necessity for a new bakery at Anna is greater than that for a new laundry; but it is a matter of indifference whether the money is appropriated for the one or for the other. If the laundry is provided, the bakery will be removed from its present quarters to those now occupied by the laundry, and the institution will experience the desired relief. As to the amount which it is proposed to expend for this purpose, we have insufficient information to express any portion.

The same remark applies to the amount asked for the construction of a new tank, the erection of a stone tower to sustain it, and a pump and engine, which is \$7,000. The necessity for a new tank is apparent, but we are not equally convinced of the need for a new pump and engine. The last general assembly made an appropriation for a new pump, and we do not know why another should be needed so soon.

We do not think that vegetables should be kept in the basement of a steam-heated building occupied by patients.

We are also convinced of the desirability of completing the sidewalk from the hospital to the town. This sidewalk, it will be observed, has been partially constructed, and it is wholly upon ground owned by the state. It is an almost indispensable convenience to every one connected with the institution, especially to the patients, for whom it affords a safe and pleasant walk in bad weather, when the ground is muddy.

We believe that the three thousand dollars requested by the institution for the deaf and dumb, with which to build an ice-house, should be granted. As to an elevator in the school building, it is our opinion that the institution can wait for it until, in the progress of human events, elevators in school buildings are more common than they are now.

Of the requests preferred by the institution for the education of the blind, that for \$1,000 for repairing the cornice (which has been declared to be unsafe and liable to fall at any time) is, we suppose, most important. We agree with the superintendent and trustees in their belief that the interests of the blind will be promoted by the addition of a department of instruction in tuning and repairing pianos, for which a special shop is requisite. It is difficult, at the best, for the blind to find remunerative employment; and anything which gives good promise of enabling them to become self-supporting will find in us ready advocates. We are not prepared at this time to recommend the expenditure of \$10,000 for a gymnasium, drill-hall, etc., for this institution. We favor the construction of a covered walk for out-door exercise for the girls; although, if it is enclosed, as proposed, we do not quite see wherein it affords any special advantage over the long halls within the building.

We advise the appropriation of \$950 for painting the charitable eye and ear infirmary at Chicago. The full amount of \$3,000 asked for furniture by this institution, will not be required, unless the proposed addition should be made to the main building; and, if this addition is not made, an appropriation of \$1,000 for furniture will be sufficient.

The grounds of the soldiers' and sailors' home at Quincy are, we think, capable of being made, in time, the most beautiful owned by any one of the institutions of the state. They are very much used, for purposes of recreation, by the old soldiers. Any reasonable expenditure to adorn and beautify them is, in our judgment, not only justifiable but expedient. The necessity for additional roadways on which to drive about the grounds will be apparent to members of the legislature who visit the institution, and we do not think that an appropriation of \$5,000 for this purpose would be excessive. Additional land is not required by the home for other than for dairy purposes. The trustees say: "The farm during the present season has produced well, and all vegetables required for the home will be supplied from it, and in some kinds there will be a surplus." We doubt whether any land in the immediate vicinity can be procured at a price which would make it more economical for the institution to raise its own milk than to buy it, especially in view of the infirmity of the inmates, which will increase from year to year, and which will probably make it necessary to hire farm laborers to carry on the work of the farm, besides necessitating large expenditures for farm buildings and for live stock.

That some additional farm buildings are required at the home is obvious; but the appropriation of \$21,000 for this purpose seems to us tolerably large.

We are scarcely ready to advise the appropriation of \$8,000 for an assembly hall. On the occasion of our last visit to the home, all the men were invited to meet us in the assembly room in the main building, and it did not occur to us that they were badly crowded. Unless the number of inmates should increase beyond our expectation, the present assembly room will answer very well for the time being; and we advise the postponement of the further consideration of this question until the thirty-seventh general assembly.

We have refrained for the most part from expressing any definite opinion as to the specific amounts to be appropriated for particular purposes, believing that these amounts can best be determined by the legislative committees, after a full, frank, and free discussion of them with the superintendents of the several institutions in committee. We take it for granted that the aggregate amount of the appropriations asked is greater than the general assembly will deem it expedient to include in the tax levy, and that the institutions must submit to a refusal of some of their requests. It is our belief, however, that the legislature will secure

a better result, as a rule, by striking out altogether such items as may appear of doubtful propriety, or which can be postponed without injury, rather than by cutting down the amounts asked. The effect of cutting down, when an institution has made a careful estimate and asked for no more than is really wanted to effect the desired improvement, is either to prevent the improvement from being made; or to compel the institution to eke out an insufficient appropriation by drafts upon the ordinary expense fund, or the repair and improvement fund; or to necessitate the preparation of new plans and estimates, on a reduced basis, which, when carried out, give an unsatisfactory result, and lay the foundation for fresh applications to future legislatures for further sums, in order to effect changes, the need for which might have been avoided by the adoption of a different course.

CHAPTER III.

PROVISION FOR THE INSANE.

We have not yet referred to the necessity for additional provision for the insane, a subject which we find it unavoidable to urge upon the attention of every general assembly.

THE ENLARGEMENT OF EXISTING HOSPITALS.

At the session of 1887, two of our hospitals for the insane, those at Elgin and at Anna, made applications for appropriations with which to enlarge their capacity. We felt it to be our duty to oppose these applications, and gave our reasons, at considerable length, which will be found stated in full on pages 36-46 of our last biennial report. In brief, they were: (1) The insufficiency of the water supply at Anna, and its extreme southern location; (2) the extra cost of fuel at Elgin; (3) our belief that the ultimate cost of enlarging existing institutions, when the cost of all the changes rendered necessary by such enlargement is taken into account, is greater than the cost of the creation of new institutions, all of whose parts are duly proportioned to each other; (4) our opposition to the massing of any class of unfortunates in such numbers as to transcend the executive ability of a single superintendent, of average capacity; (5) the impossibility of adjusting the distribution of the insane, if these institutions should be enlarged, within proper geographical limits, so as to admit of marking out convenient districts for the insane upon the map of the state. We advised (and we now repeat our former recommendation) the creation of two new hospitals for the insane, one in the northwestern, and one in the southeastern portion of the state, as a more practical and useful measure of relief. The result of this difference of opinion was a failure, on the part of the legislature, to make any additional provision for the insane; and the necessity for such provision is, therefore, at this time, even more urgent and apparent than it was two years ago. We are glad to see that the force of the arguments advanced by us has been recognized by the authorities of both the northern and southern hospitals for the insane, as evidenced by their reports.

The hospital at Anna does not, this year, renew its request in any form, possibly owing in part to the perception of the fact that the drought of 1887 would be conclusive against it. The superin-

tendent of the hospital at Elgin makes no reference to it in his report to the trustees. The trustees do not include it in the list of appropriations asked of the thirty-sixth general assembly; but, in the body of their report, they say: "In our last report we set forth, at some length, the necessity of making some further provision for the insane, and the desirability of placing additional buildings upon the grounds of this institution; and we now renew our appeal, confident that it is warranted by the exigencies of the situation. While the capacity of the institution is taxed to the utmost, there are hundreds in the counties tributary to it, who need and who are entitled to treatment therein. A circular letter was recently addressed to the clerk of each county within our district, requesting information as to the actual number of insane persons in the county needing care and supervision, outside of those already provided for in the institutions at Elgin and Kankakee; and also, whether such persons were cared for by friends, or were inmates of county houses and jails. Replies received from every county but one, sixteen in all, show that 172 insane persons are in charge of friends, 216 are in the county houses, and 3 in jails; a total of 371, or 70 per cent. of the strained capacity of our institution at Elgin at the present time. Taking into consideration this most favorable locality, and the gradual decrease of fuel expenses from year to year, we would renew our application made two years ago for the enlargement of this institution, in accordance with plans and estimates submitted at that time." The appropriation then asked, which we presume will be embodied in a bill to be submitted to the legislature at its coming session, was \$335,694; to which must be added appropriations for some other alterations rendered necessary by the increase in the total capacity of the hospital. The number of patients which it is proposed to accommodate in the new buildings, if erected, is 600, which would, if the hospital buildings for 100 patients are granted, bring the total capacity of the hospital up to 1,225.

We can not regard this proposal in any other light than as a manifestation of purely local ambition and interest in opposition to the interest of the public and of the insane. It will be observed that no answer is made to any of the objections urged against the enlargement of the Elgin hospital, except the one derived from the extra cost of fuel at that point. The trustees speak of "the gradual decrease of fuel expenses from year to year," but give no figures. We greatly regret that we are forced to thrash over again old straw; but the truth is that the Elgin hospital paid for fuel, in 1879, \$12,515.39; in 1880, \$10,902.22; in 1881, \$18,420.94; in 1882, \$18,643.08; in 1883, \$15,100.48; in 1884, \$11,162.43; in 1885, \$10,751.90; in 1886, \$11,635.78; in 1887, \$13,588.35; and in nine months of 1888, \$9,006.69, or at the rate of \$12,003.92 for a full year. The expenditure in 1887 was higher than it had been in any of the four years previous, and within a little over fifty dollars of touching the average expenditure on this account for the eight years previous. The expenditure for

fuel in twenty-one months of 1887 and 1888 exceeded the expenditure in twenty-four months of 1885 and 1886, when, as we pointed out in our last report, it was very nearly double, per patient, what it was at the three other hospitals for the insane in this state. We fail to see the "gradual decrease" which is so plain to the vision of the trustees. And we submit that, if this is the only one of our objections to which they are able to attempt a reply, and this is the best and only reply that can be made to that one, we must be acknowledged to have proved our case.

We do not believe that the health of Dr. Kilbourne is equal to the task of developing the capacity of the institution of which he is the very able superintendent, to more than double its present capacity, and of managing it with the same success which has characterized his administration thus far. Twice already he has been temporarily laid aside by the results of overwork. It is unfair to him to impose this burden upon him. It would not be for the interests of the patients committed to his charge. And we are free to say that we dread the experiment of turning over to new and untried hands any of the immense establishments which have grown up in Illinois under the fostering care of men who have taken them in their infancy, or even at their birth, have grown up with them, and have kept track of every change in them, and enjoyed the advantage of personal knowledge of every individual committed to them.

It is absurd to suppose that any superintendent, however vigorous and devoted, can have the same knowledge of the condition and needs of any given number of pupils or patients as of half that number. This perpetual enlargement simply means that the responsibilities which properly belong to the superintendent shall be delegated to subordinates or else not met. Duties are seldom so well performed by subordinates as by a principal. There is real danger of pushing the overgrowth of institutions to an extreme.

The trustees of the hospital offer no argument to controvert the soundness of the view which we have just expressed. They present no scheme for the districting of the state, if this appropriation should be made, showing that the boundaries of the new districts will subserve the convenience of the people of the state. They content themselves with pointing out, what is apparent to every one who is informed on the subject, that there is great need of additional provision for the insane of Illinois. As to this point, we are heartily in accord with them.

But we hope, for the sake of the insane, that this project will not be pressed in the general assembly, or, if it should be, that it will receive no encouragement. The suggestion which we have before made, that the want be met by the creation of one or more new institutions, is practical, economical, sensible, and should be accepted without further controversy with the authorities of any of the existing hospitals. Continued opposition to it will be, as

we have said, in the interest of some locality as against the interest of the whole people.

THE INSANE IN THE COUNTY COURTS.

An examination of the records of the county courts made by Mr. John W. Whipp, the assistant secretary of this board, in 1886, brought to light the fact that, during the year ending March 31, 1886, they disposed of 1,668 cases of alleged insanity, of which 1,525 were adjudged to be insane. The total number of admissions to the four state hospitals for the insane, during the year ending September 30, 1886, was 1,069. A similar investigation, last year, shows that during the twelve months ending March 31, 1888, the number of insane cases in the county courts was 1,407, and that the number adjudged to be insane was 1,301. The admissions to the four state hospitals for the insane, during the year ending September 30, 1887, was 840, and during the nine months ending June 30, 1888, it was 674, or at the rate of 899 for a full year. On the other hand, the number of insane found by him in the county almshouses, in 1880, (outside of Cook county), was 713; in 1882 it was 776; in 1884 it was 861; in 1886 it was 450, showing the effect of opening the hospital at Kankakee; but in 1888 it was 641. The increase of insanity in a single county, that of Cook, is shown by the fact that, whereas, in 1880, the number of cases in the county court was 292, it had risen to 619 in 1886, and in 1888 it was 557. The consequence to that county of insufficient provision for the care of the insane on the part of the state has been that Mr. Whipp found 469 insane cared for by Cook county in 1882; 533 in 1884; 683 in 1886; and 901 in 1888.

From the foregoing figures two things are clear: First, that the provision for the insane of this state made by the legislature does not keep pace with the demand for it; and, second, that the majority of the insane unprovided for do not go to the county farms, but are kept at home and cared for by their relatives as best they can. The results of this neglect can not be other than deplorable. To keep down insanity, a constant struggle must be made to secure early hospital treatment for those who become insane; but the overcrowded condition of our hospitals, and the necessity for refusing admission to many deserving cases, and for discharging many others who should be retained in them, tend to discourage applications for admission, and thus indirectly to foster the growth of insanity. How much ill-treatment the insane in private families have to endure, there is no means of estimating. All such mistreatment is out of sight.

THE CRIMINAL INSANE.

All of our superintendents of hospitals for the insane point out and insist upon the necessity of making separate provision for the care and custody of criminal insane. The impropriety of requiring the insane who are not criminal, to associate with insane convicts

in the wards is conceded by every superintendent in the country. The experience of all of them is alike, and demonstrates by overwhelmingly unanimous testimony the objection which the non-criminal insane feel to such enforced association. The presence of insane convicts in an ordinary hospital entails many inconveniences, and is a constant source of anxiety to superintendents. On this subject we quote from the report of Dr. Carriel, as follows:

There are in the different insane hospitals of this state enough of the criminal and dangerous classes of insane persons to make an institution of fair size and proportions. There are at the present time:

In the central hospital: Convicts, 18; mittimus cases, 17; homicidal and dangerous cases, 40; total, 77.

In the northern hospital: Convicts, 23; mittimus cases, 10; homicidal and dangerous cases, 9; total, 42.

In the eastern hospital: Convicts, 17; mittimus cases, 11; homicidal and dangerous cases, 50; total, 61.

In the southern hospital: Convicts, 6; mittimus cases, 5; homicidal and dangerous cases, 50; total, 61.

There are now more than 246 cases belonging to the objectionable classes mentioned in our hospitals—a number certainly large enough to warrant the state in making separate provision for their care.

We think that Dr. Wardner must have overestimated the number of homicidal and dangerous insane at Anna. But, *per contra*, Dr. Carriel's figures take no account of the cases in the penitentiaries, which would properly be transferable to such an institution, were it established. He further calls attention to the fact that separate institutions for these classes of the insane have been provided in New York and Michigan. We entirely sympathize with the conviction that the time has arrived for Illinois to move in the same direction.

DISTRICTS FOR THE INSANE.

The erection of a special hospital for the criminal insane, to accommodate 250 or 300 patients, would be an addition to our resources; but it would not, after all, meet the demand. Such an institution ought to be centrally located, possibly at the capital. But the state needs to rearrange its insane districts for the ordinary insane, the boundaries of which at present are inconvenient in the extreme. Patients are sent to Anna from as far north as Edgar county; and the hospital at Kankakee receives patients from all over the state. We present herewith a map showing what, in our judgment, would constitute a proper division of districts. This scheme contemplates provision by the state for 5,200 insane; namely, 625 at Elgin, 1,600 at Kankakee, 925 at Jacksonville, 650 at Anna, and 600 and 700 in the two new insane hospitals to be created, one in the northwest and one in the southeast. The quota from each county is marked in plain figures on the map. These quotas are calculated not on the total population of the counties in 1870, but on the number of insane enumerated

in each county in the tenth census. The number of insane then reported was 5,134. What it will be in 1890 we cannot tell; but, if the census is taken with equal care to obtain an accurate result, it is not likely that it will fall below 8,000. There will still be a large number to be cared for by the counties and in private families. Much study has been expended upon this map, and, though it may require perfecting in some of its details, we question whether it can be very greatly improved, or any better scheme upon the whole be devised. It should not be rejected without the substitution of a better for it. Any counter proposition that may be offered should be subjected to this test.

If as a whole it is approved, then we recommend the passage of an act providing for the selection of a suitable site in each of the new districts outlined; for the preparation of architectural plans upon the detached ward system; for the limitation of the total cost of land, buildings, furniture, apparatus and fixtures, complete and ready for the reception of patients, to eight hundred dollars per bed; or, for the northwestern hospital, to \$600,000, and for the southwestern hospital, to \$500,000; and for the appropriation of such amounts as the legislature may be disposed to give, for the commencement of work upon the two simultaneously and for its prosecution proportionably and equitably.

A separate act should confer power upon the state commissioners of public charities to define the boundaries of the districts for the insane and to change them from time to time, as the exigencies of the situation and the convenience of the counties may require. It will of course be necessary to make a new apportionment whenever the result of the next census of the United States shall be announced.

The inconvenience of the present plan is shown in the following table of quotas prepared in our office and recommended to the institutions as a fair guide in the matter of the reception of patients, in the absence of any specific legislation upon the subject. It will be seen to what unnecessary expense for transportation many of the counties are put.

Statement showing for the Illinois Hospitals for the Insane, and for May 28, 1881, the number of inmates present September 30, 1887, number of inmates present less than quota, and the number of

COUNTIES.	NORTHERN HOSPITAL.					EASTERN HOSPITAL.				
	More than quota	Less than quota	Quota on re- commodations	Inmates Sept. 30, 1887	Quota of 1881.	More than quota	Less than quota	Quota on re- commodations	Inmates Sept. 30, 1887	Quota of 1881.
Adams						25	16			9
Alexander						1	5			4
Bond						4	5			1
Boone	6	9	7		2	4	7	3		3
Brown						4	3			1
Bureau						12	9			3
Calhoun						1	22	1		1
Carroll						4	9	5		1
Cass						4	3			1
Champaign						20	41	47		1
Christian						1	8	4		4
Clark						2	9	4		4
Clay						2	6	4		4
Clinton						1	7	6		6
Coles						11	11			1
Cook	229	236	273	37		75	409	446	37	
Crawford						1	6	5		5
Cumberland						1	5	4		4
DeKalb	13	17	15		2	11	16	5		6
DeWitt						14	5			2
Douglas		1			1	8	6			6
DuPage	40	15	12		3	6	12			6
Edgar						15	11			4
Edwards						1	3			2
Ellington						7	9			9
Fayette						8	25	19		6
Ford						1	6			5
Franklin						14	12			2
Fulton						2	5			3
Gallatin						11	6			5
Greene						8	15	19		4
Grundy						6	6			6
Hamilton						4	10	6		6
Hancock						2	2			2
Hardin						3	3			3
Henderson						15	10			5
Henry						18	44	43		1
Iroquois						1	9			0
Jackson						2	5	5		0
Jasper						3	8	5		1
Jefferson						5	4			1
Jersey						8	16	8		0
Jo Daviess	14	18	17		1	3	5	3		0
Johnson						12	13	25	13	23
Kane	22	35	26		9	51	23	8		21
Kankakee		9	8		1	4	4	4		4
Kendall	7					32	11			21
Knox						23	13			10
Lake	11	11	13	2						

each county in the State, the quota of inmates under act approved the estimated quota of inmates on present accommodation, the inmates present more than quota.

Statement--

Continued.

NECESSITY FOR THE REVISION OF THE LUNACY LAW.

The necessity for a revision of the chapter of the revised statutes on lunatics has been pressed upon the attention of the legislature for a long series of years in vain. The revision of the statutes was completed in 1874. But the chapter on lunatics remains in substance unchanged, the revisers having felt their inability to point out the changes proper to be made in them.

We began the agitation of the question of such revision in our fifth biennial report, presented to the governor in 1878, by discussing the purpose and practical working of the so-called "act for the protection of personal liberty," which requires the impanelling of a jury to pass upon every alleged case of insanity, without exception. (See 5th Rep., pp. 68-73). In 1880 we renewed our attack and made an elaborate argument designed to show that the trial by jury of insane cases should, instead of being obligatory, be optional. A bill for an act to revise the law in relation to the detention and commitment of lunatics had been introduced in the thirty-first general assembly, had received the endorsement of the state medical society, and in this report we reproduced it in full and recommended its passage. (See 6th Rep., pp. 77-89). In 1882 we again urged the importance of a revision of the lunacy statute, and submitted a brief prepared by Mr. William A. Grimshaw, the legal member of the board. (See 7th Rep., pp. 123-136 and 331-341). In 1884 we devoted an entire chapter to the law of commitment of lunatics, and gave an abstract of the existing laws in all states of the union. (See 8th Rep., pp. 93-144). In 1886 we included in our report a chapter on the revision of the lunacy laws, in which we expressed our opinion as to the points to be covered in such revision, and the features which ought to characterize a good lunacy law. (See 9th Rep., pp. 85-120).

It would seem that a foundation has been thoroughly laid for such action in the matter of revision as the general assembly may see fit to take. We do not understand the reluctance manifested even to consider the subject. We shall not undertake to repeat here what we have said in former reports. But the defects in the present statute are very apparent to us.

(1.) The provisions relating to the commitment of patients to state hospitals for the insane seem to be based upon the theory that insanity is a crime, rather than a disease.

(2.) The statute fails to recognize the legal distinction between a trial and an inquest.

(3.) The jury provided for is a jury of six, and not a legal jury.

(4.) It is not clear that the law requires that the same safeguards against improper commitment should be thrown around a lunatic committed to a county insane asylum as those which it renders obligatory in the case of lunatics committed to a state institution.

(5.) Chapter 85 prescribes one form of inquest for an insane person whom it is proposed to send to a hospital for treatment, while chapter 86 prescribes a totally different form of proceeding for the determination of the insanity of one for whom it is proposed that a conservator be appointed.

(6.) The legal status of a person adjudged to be insane in the county court, in respect of his rights as a citizen, is undefined and uncertain.

(7.) No method is suggested for the determination of the restoration to reason of a person once adjudged to be insane, for whom a conservator has not been appointed.

(8.) The law leaves it uncertain whether or not a new trial and a new verdict are necessary for the recommitment of an insane person who has been discharged from the state hospital as not recovered.

(9.) The relation of the judge who makes the order of commitment to the patient, after his reception into a state hospital, is not defined.

(10.) The provisions relating to temporary commitments, pending proceedings and previous to verdict, or after verdict, and pending admission to the hospital, are so vague as to require judicial interpretation.

(11.) Under this act insane persons may be, and are, frequently detained in county jails for an unreasonable length of time.

(12.) There is nothing in the act to prevent the improper treatment and abuse of patients in county almshouses.

(13.) The act directs that insane patients shall be branded as paupers, who are not paupers in fact.

(14.) The only method provided for the determination of the mental condition of a patient in any state hospital, who claims to have recovered his reason, is by a writ of *habeas corpus*.

(15.) A trial by jury is made obligatory in all cases, irrespective of the necessity for it, and of its effect upon the patient, thus entailing unnecessary expense upon the counties, and giving rise to much needless suffering on the part of patients and their friends, besides preventing the early treatment of many insane persons in the hospital, and thus increasing the amount of incurable insanity in this state.

(16.) No authority is conferred upon the county judge to conduct a hearing in an insane case elsewhere than at the county court-room, even though there are known to be many cases in which the patient cannot be brought to the county-seat without great hardship and risk.

(17.) The law does not provide for the exclusion from the court-room, during the trial of insanity cases, of persons not interested in the proceeding, who are attracted to it simply by idle curiosity and the desire to extract amusement out of the misfortunes of others.

(18.) Practically, the medical witness in the case and the medical member of the jury control the verdict, and the non-medical members of the jury simply assent to the conclusion formulated by the foreman. Thus in effect two physicians really pass upon the case, but they are placed in a position where they can evade the responsibility which should properly attach to them.

(19.) The form of medical certificate, including the history of the case, required by this act, is wholly inadequate.

(20.) The law does not confer power upon any officer of the state government to prevent or remedy, by summary process, any wrong which may be done to an insane person by those who have him in charge.

(21.) It contains no provision for the transfer of patients from one state hospital to another, or from a county to a state institution.

(22.) It provides no method for ascertaining the number of insane persons in the state, their condition, or their needs. Those who have been adjudged to be insane cannot be further traced, nor their condition and treatment known, when once they have been discharged from the hospital; but they are left entirely without legal protection.

Every one of these counts in the indictment against the present statute can be sustained by abundant evidence, drawn from the statute itself, from the legislation of other states, and from our personal knowledge of the operation of the law. From every point of view, from the stand-point of the lawyer as well as that of the physician, it is bad law, and very objectionable both in theory and in practice. We are amazed that the legislature should so persistently, and, as it seems to us, without reason or humanity, shut its eyes to the defects in it and refuse to correct them, in spite of every effort made to secure attention to them.

THE NATIONAL CONFERENCE OF CHARITIES.

At the annual conference of charities and correction held in the city of Buffalo, in July, 1888, a report of the standing committee on the commitment and detention of the insane was presented by Dr. Stephen Smith, commissioner of lunacy for the state of New York, and chairman of the committee. The other members of the committee were Mr. Wines, secretary of our board; Dr. Richard Guntry, superintendent of the Maryland hospital for the insane; Ex-Governor Henry M. Hoyt of Pennsylvania; Mr. A. O. Wright, secretary of the Wisconsin board of charities and reform; Mr. F. B. Sanborn, inspector of charities for the state of Massachusetts; and M. D. Follett, a judge of the supreme court in the state of Ohio. This very able committee, composed of gentlemen fully competent to form and express an opinion on the questions involved, including, as it did, some of the most distinguished jurists in this country, presented its conclusions in the form of a series of propositions, which we here reproduce, for the information of the general assembly:

I. The Commitment of the Insane by Civil Procedure.

- (1.) The right to deprive the insane of their personal liberty is based on the law of the status of the individual.
- (2.) No insane person should be deprived of his liberty, unless restraint is necessary, expedient, beneficial, or remedial.
- (3.) It is necessary to commit to custody the insane who perpetrate acts dangerous to themselves, to the public, or to property.
- (4.) It is expedient to commit to custody the insane who show by threats, or otherwise, dangerous tendencies or uncontrollable propensities toward the perpetration of crime.
- (5.) It is beneficial to commit the insane to custody who are disposed to wander about, and on this account suffer for want of food or shelter, or expose themselves to accidents, and who cannot be properly restrained under the conditions in which they live, or who are ill-treated or neglected by their relatives or friends.
- (6.) It is advisable to commit those insane to custody for remedial purposes whose disease is in such a stage that the restraining discipline, or therapeutical measures of an institution will tend more effectually to secure recovery than the conditions under which they live.
- (7.) The procedure for the commitment of the insane should be so planned and executed as to secure their early removal to a curative hospital with the least possible disturbance of themselves or friends, and with adequate protection from wrong.
- (8.) The initial step in the process of commitment should be taken by the immediate relatives or friends of the patient, in the form of a written application for examination; but any person having knowledge of an insane man wandering at large, or dangerous, or improperly treated, should give information to the proper officer.
- (9.) The application should be made to a judge of a court of record, when practicable; but, if delay would thereby result, the application should be made to any justice of the peace.
- (10.) Upon receiving such application, the judge, or justice should forthwith, by an order, in writing, direct two qualified physicians personally to examine the alleged insane person and report, under oath, the results of such examination, with their recommendation.
- (11.) If a justice of the peace issue the order, he should personally visit the alleged insane person; and on receiving the sworn certificates of the two physicians, he should certify to their correctness, and immediately forward them to a judge of a court of records.
- (12.) The judge may or may not visit the alleged insane person, or require him to be brought into court; and he should state in the order of commitment whether or not he saw him, and if he did not see him, he should give the reason therefor.

(13.) The judge may or may not take further testimony, and he may call a jury; but, in either case, if satisfied that the person is insane, and the reasons given for his commitment are just and right, he shall make an order committing said person to the custody of the keeper or superintendent of the institution adapted to the particular conditions of the case.

(14.) On the conclusion of these proceedings and the completion of the order of commitment, the judge should cause the alleged insane person to be fully informed of the action about to be taken against him; and if said insane person, or his friends or relatives for him, demand that other testimony be taken or that a jury be called, the judge should act at his discretion, but, if he deny the motion, he should state the reasons therefor in the commitment. If the alleged insane person, or any friend in his behalf, be dissatisfied with the order, he may, within three days after such order is made, appeal therefrom to a justice of the higher court, who may, at his discretion, take further testimony, or call a jury. If the appellant is thus found to be sane, he shall forthwith be discharged; otherwise, the judge shall confirm the original order for his commitment.

(15.) A person suffering from a nervous affection which is liable to terminate in insanity, and which, in the judgment of a qualified physician, could be more successfully treated in an asylum, should be allowed to commit himself voluntarily, on the certificate of such qualified physician setting forth the facts of the case.

(16.) The insane should never be removed to an asylum surreptitiously, but should be taken from their homes to the asylum by skilled hospital attendants, of the same sex as the patient.

(17.) A duplicate copy of the commitment paper should be filed in the court over which the judge making the order presides, where it should remain inaccessible except on the order of a judge of a court of record.

(18.) The legal custodian of an insane person should report to the judge by whom the order of commitment is issued, quarterly, during the first year of confinement, and annually thereafter, as to the physical and mental condition of the patient, with such recommendation as to his future care and custody as may be deemed necessary for his care or comfort.

(19.) Whenever the acute insane can be placed in the care of a suitable private family, with competent attendants and a qualified physician, this method of care and treatment should first be undertaken.

II. Care and Treatment of the Insane.

(1.) The insane should never be committed to or confined in institutions not specially organized for their care, custody, and treatment.

(2.) The insane in custody should be under the immediate care and treatment of qualified persons of their own sex.

(3.) Institutions for the insane should be so planned and organized as to permit of the largest necessary classification of the patients, but the terms "chronic" and "incurable" should never be employed.

(4.) The department devoted to the more recent insane should, by location, construction and equipment, furnish every appliance essential to the recovery of the inmates.

(5.) The provision for the insane uncured after a reasonable time should be such as will give the best employment of the remaining useful faculties, the largest degree of personal liberty practicable, ample means for diversified and, as far as possible, compensated labor, organized methods of instruction in useful branches of knowledge.

(6.) The correspondence of patients in asylums should be under the supervision of the superintendent, subject to the following rules, namely: All letters to the governor, to a state board of supervision of institutions for the insane, and to managers of such institutions, should be sealed and mailed without reading; all other letters should be sent to their destination or be retained at the discretion of the superintendent, but each letter detained should be filed with an endorsement of the reasons for detaining it. These letters should be regularly examined by the managers, and by any state authority whose duty it is to examine into the management of the asylum.

(7.) Whenever, in the judgment of the custodian of an insane person, it would be safe and beneficial for such insane person to be absent on trial, a leave of absence, or furlough, should be granted in such manner and on such terms as will best secure that end.

(8.) There should be visitation and supervision of the insane in custody by competent authority, representing the state.

III. Detention of the Insane.

(1.) The power to discharge the insane from custody should primarily devolve upon the party mentioned in the order of commitment as the custodian, provided the patient is certified as having recovered, and due notice is given to the nearest responsible relative or friend.

(2.) An insane person in confinement, not a criminal, who has completely recovered, should be discharged from custody immediately on the determination of that fact, and restored to his personal rights.

(3.) In cases certified as not recovered, the discharge should have the approval of the board of managers of such committee of the board as the managers may designate.

(4.) An insane person who is not dangerous, though not deemed at law a proper subject for confinement, may, however, require guardianship, and hence cannot be given his liberty.

(5.) An uncured but harmless insane person should be detained in an asylum for guardianship as long as the asylum care and treatment are more beneficial to him than other conditions available.

(6.) If asylum care and treatment are no longer useful nor desirable for a harmless, uncured insane person, a guardian should be required. He should be sought primarily among his relatives and friends; and in order that they shall act in good faith, there should be a suitable obligation in writing, enforced, if necessary, by a bond.

(7.) If the conditions are unfavorable for guardianship of a harmless and uncured insane person by his relatives and friends, he should be placed in a suitable family.

(8.) Whenever a responsible person makes a statement to a judge of a court of record in writing, affirming that a certain person confined as insane is sane and unjustly deprived of his liberty, such judge should be empowered at his discretion to appoint a commission, not to exceed three persons, one of whom should be a qualified physician, to visit the alleged insane person and inquire into and report upon the facts in the case. On a review of the report, the judge shall discharge the patient, if he deems him sane; but, otherwise, he shall dismiss the case. The cost of these proceedings should be assessed by the judge upon the complainant.

(9.) Any person who voluntarily commits himself to an asylum shall be discharged at his own request, provided he has given the superintendent three days' notice of his intention.

We accept and adopt the foregoing statement of principles, with the following exceptions: Under the first head, in paragraph nine, we would substitute for "judge of a court of record," "judge of a county court," and would strike out the reference in the latter half of the paragraph to a justice of the peace. We do not approve of empowering justices of the peace in this state to interfere at any stage of a proceeding for the commitment of insane persons to custody. The words "or justice," should therefore be stricken out in paragraph ten, and paragraph eleven should be stricken out bodily. We would modify the language employed in paragraph sixteen, so as to admit of patients being taken from their homes to the asylum by their relatives, but we concur in the objection expressed to the taking of female patients to hospitals for the insane by male officers of the court, unaccompanied by any woman; and we would further modify this paragraph by allowing male patients to be conveyed to the hospital by officers of the court, where there is no objection to it, and it is inconvenient for the institution to send a special attendant to the county seat to receive the patient. We would strike out paragraph nineteen, since we do not believe that ordinary physicians, not skilled in the care of the insane, are as a rule competent to take charge of insane patients at any stage of their disease, and we recognize the difficulty, we might almost say the impossibility, of securing properly qualified nurses for the same in private

families. Under the second head, in paragraph three, we do not see the objection to the use of the term "chronic," which Dr. Smith expresses. We do not approve of the recommendation in paragraph six that letters written by patients in hospitals for the insane, and not forwarded to their destination by the superintendent, on account of their illegibility, incoherence, obscenity, or abusive tone, should be placed on file in the institution, permanently preserved, and the state commissioners of public charities required to read them at length. We are not quite clear as to the legal construction and intent of the word "primarily" in paragraph one under the third head. With these exceptions the report of the committee expresses our views better, perhaps, than we could have ourselves stated them; and any revision of the lunacy law which substantially conforms to these recommendations will have our approval and support.

DR. SMITH'S PROJECT OF A LAW.

Since the adjournment of the conference of charitDies, r. Smith has prepared the draft of an act, which, in his opinion, conforms in all essential particulars to the statement of principles presented by him at Buffalo, and we here quote it:

SECTION 1. No person shall be deprived of his liberty in this state, by being committed to custody as insane, unless his insanity be established in manner and form prescribed in this act, and his commitment to custody be recommended, either because he has perpetrated acts dangerous to himself, or to others, or to property; or, it is made reasonably certain by his threats or otherwise, that he has dangerous tendencies, or uncontrollable propensities towards crime; or, he wanders about and is exposed to want of food or shelter, or to accidents; or, he is ill-treated, or neglected, by relatives or friends; or, his disease is of such a nature, or in such a stage, as to require, for his recovery, care and treatment, while under legal restraint; but nothing in this section shall prevent a justice of the peace, or a judge, from employing such measure of restraint or protection of an alleged insane person as he may deem necessary, during the time that the proceedings o^r commitment are pending.

§ 2. It shall not be lawful for any physician to certify to the insanity of any person for the purpose of securing his commitment to custody unless said physician be of reputable character, a graduate of some incorporated medical college, a permanent resident of the state, and shall have been in the actual practice of his profession for at least three years next preceding the making of such certificate; the possession of such qualifications shall be certified to by a judge of a court of record according to (form A) appended to this act, and such certificate shall constitute said physician an examiner in lunacy for the purposes of this act; a copy of said certificate shall be filed in the office of the clerk of the court over which the judge, granting the certificate, presides. But it shall be unlawful for any examiner in lunacy to certify to the insanity of any person for the purpose of committing him to an asylum or institution devoted to the custody of the insane, of which said examiner is either the superintendent, proprietor, an officer, or a regular medical attendant.

§ 3. Whenever a justice of the peace or a judge of a court of record, shall receive information (form B) that a certain person, deemed insane, should be placed in custody, for either of the causes stated in section first of this act, the said justice or judge shall by an order in writing (form C), direct two examiners in lunacy to examine the alleged insane person, and report to him within one clear day after their respective examinations (form D), the results of such examination, with their recommendation as to the special action necessary to be taken in the case; if a justice of the peace issues an order for an examination he must personally visit the alleged insane person; if the physicians certify that the person so examined is not insane, the justice shall dismiss the case, but if they certify that he is insane, and a proper subject for commitment as provided in section 1 of this act, the justice shall certify, under his hand and seal, to the correctness of the proceedings and to his personal visit (form E), and shall cause said certificates to be delivered to a judge of a court of record within two clear days of the date of said certificates.

§ 4. On receiving said certificates from a justice of the peace, or on receiving the certificates of two examiners in lunacy, from any other source, certifying to the insanity of any person, and recommending that he be placed in custody for cause, then, and in either case, the said judge may or may not visit the alleged insane person, or require that he be brought into court, but he shall state in the order of commitment whether or not he saw him, and if he did not see him he shall give the reason therefor; the judge may or may not take further testimony, and he may call a jury, but in either case, if satisfied that the person is insane, and that the reason given for his commitment in the certificates are just and right, he shall make an order (form F) committing said person to the custody of the superintendent of the proper state asylum for the insane, or the keeper or superintendent of a private asylum or licensed house for the insane; said order shall be issued within five clear days after the date of the medical certificates; a copy of said certificate shall be filed in the office of the clerk, and shall be inaccessible except on the written order of a judge of a court of record.

§ 5. It shall be the duty of the judge, before he makes the order of commitment, to cause the alleged insane person to be fully informed of the action about to be taken against him, and if said insane person, or his friends or relatives, for him, demand that other testimony be taken, or that a jury be called, the judge shall act at his discretion, but if he denies the motion, he shall state the reasons therefor in the commitment.

§ 6. Whosoever, for any corrupt consideration or advantage to himself, or through malice, shall make or join in, or advise the making of any certificate aforesaid, or shall knowingly or wilfully make any false representation for the purpose of causing any such certificate to be made whereby any sane person is declared to be insane and committed to, or held in, any asylum, shall be deemed guilty of a misdemeanor, and shall be liable to be punished by a fine of not less than one hundred (\$100) dollars nor more than two thousand (\$2,000) dollars, or by imprisonment not less than ten days, nor more than one year, in the discretion of the court.

§ 7. Whenever a judge shall make an order for the commitment of an insane person who is chargeable to a town or county, to any asylum or institution for the insane, he may, at his discretion, issue his warrant to remove the patient from G, either to the superintendent of the asylum or the proper county officer; if the warrant is to the superintendent, said judge shall cause him to be notified of the commitment and the residence of the patient, and it shall be the duty of said superintendent or chief medical officer, on receiving said notice, to send forthwith a competent attendant or attendants, of the sex of said insane person, whose duty it shall be to remove him or her to the asylum, and the actual and necessary expense for such service shall be charged to the county of his residence. But if a judge shall issue his warrant to a town or county officer to remove said insane person to the asylum, said officer shall, if necessary, select a person or persons, of reputable character and good habits, to aid him, and shall provide a female attendant, of reputable character and mature age, for a female patient or patients, unless accompanied by her husband, father, brother or son. It shall be the duty of any attendant or officer responsible for the removal of a patient as above provided to see, before removing such patient, that he or she is in a state of bodily cleanliness, and is comfortably clothed and provided with necessary changes of wearing apparel.

§ 8. Any person or officer who shall bring a patient to the asylum in violation of the last section, or who shall, under the provisions of law, or otherwise, bring or accompany any patient to the asylum, and not in due time deliver him into the lawful care and custody of the proper officer of the asylum, taking his receipt therefor, provided he be admitted, or who shall wilfully leave, abandon, neglect or abuse such patient, either in going to or returning from the asylum, shall be deemed guilty of a misdemeanor, and, on conviction, shall be liable to a fine not exceeding \$250, or to imprisonment not exceeding one year, or to both, in the discretion of the court before which the conviction shall be made.

§ 9. No person shall be admitted to or confined as a patient in any asylum, institution, or licensed house for the care and treatment of the insane, except on the order of a judge of a court of record, based on the certificate of two examiners in lunacy, as provided in this act, and said order must bear date not more than six days prior to admission. But nothing in this section shall be construed to prohibit the admission of any person, competent to his own support, to any institution for the care and custody of the insane in this state, on his written application, accompanied by a certificate of his family physician showing that, though the mental condition of the applicant is not such as to justify making in his case a certificate of insanity, yet, in the opinion of said physician, he would be benefitted by treatment in such institution; nor to prohibit the admission of an alleged insane person, as a case of emergency, who for any cause has not been committed in accordance with this act, but who, in the opinion of the chief medical officer of the respective asylum or institution, requires immediate care and protection; but no such emergency patient shall be detained more than three clear days without being examined by the examiners in lunacy and certified as insane, with the recommendation that he be committed to custody, as prescribed in section three, nor shall he be detained more than five clear days unless an order of a judge of a court of record, based on the preceding certificates, is obtained.

§ 10. On the admission of a patient to any asylum or institution for the insane, the superintendent of said asylum, or responsible officer, shall forthwith notify the judge issuing the order of commitment (form G) of the date of admission, the person or persons attending the patient, and his physical condition, and said judge shall cause such return of the superintendent of the asylum to be filed by the clerk of his court, with the commitment papers of said patient.

We do not print the forms prepared by Dr. Smith. We give the project of a law proposed by him, not because we believe it to be the best that could be devised, or in all respects adapted to the needs of the state of Illinois, but in order to complete the presentation of his views, and because the draft submitted is in many respects suggestive of changes which should be made in our own law, which, as it stands, is behind the age.

CHAPTER IV.

WORKSHOPS FOR THE BLIND.

The thirty-fourth general assembly passed an act to incorporate the Illinois industrial home for the blind and to make an appropriation therefor, the language of which is as follows:

SECTION 1. Be it enacted by the People of the State of Illinois, represented in the General Assembly, That for the manual training of and furnishing of employment to the blind, a corporation is hereby created, to be known and designated as the Illinois industrial home for the blind, and to have perpetual succession, with power to contract and be contracted with, to sue and be sued, to plead and be impleaded, to receive by any legal mode of transfer or conveyance, and to have, hold, and use property of every description, but not to sell or convey any such property, except the goods, wares, merchandise or other personal property prepared by said home for sale, and such property shall be held in trust as the property of the state; also to have and use a common seal, with the power to change the same; also to adopt by-laws, rules and regulations for the government of its members, officers, agents, employees, and inmates: *Provided*, such by-laws shall not be contrary to the letter or spirit of the constitution of the state of Illinois, or of the United States.

§ 2. The object of said corporation shall be to promote the welfare of the blind, by teaching them trades and affording them a home and such employment as shall best tend to make them self-supporting and consequently independent, using therefor the best known means and appliances.

§ 3. The trustees shall not exceed five in number; said trustees shall be appointed by the governor of the state of Illinois, with the advice and consent of the senate, and shall serve without compensation; their term of service shall be two years respectively, and until their successors are appointed and qualified: *Provided*, that three of the members shall be selected from the majority of the political party of this state, and the remainder from the minority political party or parties.

§ 4. Each of said trustees shall be paid his or her traveling expenses while in the service of the home, out of the funds appropriated for its use, upon filing in the office of the auditor of public accounts a voucher of said trustee, stating in detail the items of all such expenses, and the auditor shall thereupon issue his warrant upon the state treasurer in favor of such trustee for the amount thereof, and charge the same to the fund appropriated to said institution.

§ 5. No trustee shall be directly or indirectly interested in any contract to be made by said trustees, nor shall any of them be appointed to or employed in any office or position under their control or authority, to which a salary is attached.

§ 6. The said trustees shall have charge of the general interests of the home, and shall annually by ballot elect a superintendent to serve during the will and pleasure of said trustees, who shall fix his salary, which shall not exceed fifteen hundred dollars a year, and he, with their consent, shall employ all necessary assistants, instructors or employees. The said trustees, or a majority of them, when regularly convened, shall constitute a board, which shall possess and exert all the powers of said trustees, and shall have power by ballot to elect a president, secretary and treasurer. The president and secretary to be selected from their own number, and said board shall prescribe the duties and fix the terms of service of said officers of said board.

§ 7. The superintendent shall exercise official control over all subordinate officers, instructors, assistants, and employees, and shall be held responsible for their fidelity.

§ 8. Apprentices placed by their parents or guardians in the home shall be required to conform to its rules and regulations.

§ 9. The board shall, annually, before December 15, report to the governor of the state the number of applications received, persons admitted, instructed and discharged, also the progress made and work accomplished, and all other matters of general interest to the people of the state of Illinois in regard thereto, together with a full, explicit, and detailed statement of all money received and disbursed during the year.

§ 10. The said trustees shall meet monthly during the first year, and at least quarterly thereafter, to examine and audit all the accounts of the home, and make requisitions on the auditor of public accounts for funds required for use during the succeeding month or quarter, from funds which have been appropriated for the establishment and maintenance of the institution.

§ 11. The auditor of public accounts is hereby authorized and required to draw his warrants on the treasurer of the state for all sums which shall or may be appropriated and remain undrawn or unexpended, for the use of said institution, by the general assembly, upon the order of the board of trustees of the Illinois industrial home for the blind, when signed by the president and attested by the secretary of said board with the seal of said institution.

§ 12. The sum of one hundred thousand dollars is hereby appropriated for the purchase of lands, grounds, or real estate in the county of Cook and state of Illinois, and for the purpose of erecting thereon suitable buildings, and fitting and furnishing the same appropriately for the Illinois industrial home for the blind, and also for the purpose of conducting therein workshops for the manual training and employment of the blind, defraying the expenses of boarding the inmates while necessary, and the payment of its superintendent, instructors, assistants, and employees, which sum of money is to be expended under the safeguards hereinbefore provided: *Provided*, at least the sum of sixty thousand dollars shall be expended in the purchase of real estate and buildings for the use of said industrial home for the blind, and no more than one thousand dollars shall be expended in constructing and furnishing rooms for officers: *Provided, further*, no real estate shall be purchased until the title to the same has been examined by the attorney-general of the state.

The foregoing act failed to receive the approval of the governor, and it became a law without his signature. It has not gone into operation, owing to the fact that there was not time, after its passage, for the governor to appoint trustees, with the advice and consent of the senate. No money, therefore, has been paid out under it; and, inasmuch as the appropriation will lapse at some time during the coming summer or autumn, it will probably be necessary to have further legislation on the subject, if the act is to become operative.

We desire to call the attention of the legislature to some of the features of this act.

In the first place, it will be observed that, whereas all the other charitable institutions of this state are placed under the provision of the act to regulate the state charitable institutions and the state reform school, approved in 1875, the industrial home for the blind is exempted from the supervision and control to which the other institutions are subjected by law. We know no reason why this should be so; and, if the provisions of the regulating act are of no value in their application to this new institution, it would be reasonable to infer that they are of no value in their application to the other institutions, and that the regulating act might safely be repealed.

In those respects in which the rules laid down for the government of this institution differ from those in force with regard to the other state charitable institutions, we believe that the act is defective, if not objectionable. Power is not conferred upon the governor to remove any trustee for good and sufficient cause. The term of service of the trustees is too short, and the entire board is changed every two years, a system which fails to secure the continuity of control guaranteed by the regulating act. No bond is required of the treasurer of the institution. The directions to the auditor of public accounts concerning the payment to the trustees of the appropriations made for the benefit of the institution are vague, and might be construed to authorize the payment of the entire appropriation at one time, if the trustees should file their requisition for the same. The prohibition concerning any direct or indirect interest of any trustee in any contract is retained, but the penal sanction which attaches to it in the regulating act is here lacking, as is also the prohibition of drawbacks,

presents, and secret discounts. The act does not make it clear whether persons may be admitted to the institution for pay; but the language of the eighth section seems to imply that they may be, since it speaks of "apprentices placed by their parents or guardians in the home." If so, this is contrary to the policy of the state with respect to all its other institutions. The act is silent on the question of clothing. And the supervision of the state commissioners of public charities, the influence of which has been demonstrated to be beneficial by experience, is ignored and omitted. We do not believe that the safeguards thrown around the government of this institution and the expenditure of moneys appropriated for its benefit are sufficient; and, if the act is to stand upon the statute books of this state, it ought to be materially amended.

There are, however, other objections to the proposed legislation. The object of the institution for the education of the blind at Jacksonville is defined by law to be "to promote the intellectual and physical culture of the blind, and to fit them, as far as possible, for earning their own livelihood and for future usefulness in society." The object of the industrial home for the blind is said to be "to promote the welfare of the blind by teaching them trades and affording them a home and such employment as shall best tend to make them self-supporting and consequently independent." Both institutions, therefore, are designed to promote the welfare of the blind; the aim of both is to make them self-supporting. The institution at Jacksonville undertakes to do this by teaching, including the teaching of trades. The new institution apparently is not meant to give instruction of a literary sort, but only manual training. But it also proposes to afford to the blind a home. Is there not danger that these two institutions, so nearly similar in their general objects, may conflict with each other? If the trustees of the new institution should introduce literary culture as an employment tending to make the blind self-supporting and independent, which they are not in terms forbidden to do, we should then have two rival institutions for the education of the blind, although the number of the blind in this state is not sufficient to create a demand for more than one. If, on the other hand, the new institution should confine itself to giving instruction in the industrial arts, and should at the same time receive children young enough to be placed in it as apprentices by their parents or guardians, would there not be danger that children might be committed to it, particularly from Cook county, who would thus be deprived of the opportunity of literary culture now afforded them by the institution at Jacksonville? If we are to have two institutions, one for the blind of school age, and another for the adult blind, the line of demarcation between them should be far more distinctly drawn than has been done in the act of which we are speaking.

But, as has been remarked, the new institution really includes two departments—a manual training school and a home for the

blind. The institution at Jacksonville is not a home for the blind. None of the educational institutions for the blind maintained by the several states of this union are meant to be homes for the blind. The idea which underlies them all is that, if blind children of school age are properly trained in institutions, they will not need to be maintained in homes supported by public or private charity, but will be capable of earning an honest living by their own independent exertions. The proposal to establish a state home for the blind implies that our educational institutions for this class fail to accomplish the end for which they were created and are maintained. Such an imputation against their utility and efficiency ought not to be accepted as true, without abundant and irrefragable proof.

The home for the blind which it is sought to establish, is, as we understand it, meant to be a boarding-house, where the blind can obtain food and lodging at cost, without any charge for rent, and it has been represented by enthusiastic advocates of this scheme that their earnings in the industrial department will be sufficient to enable them to maintain this boarding-house without state aid. It is said that it will be self-supporting, by means of the charges made for board and lodging, which will be paid by the inmates out of their earnings.

In the first place, supposing that this were so, we doubt the propriety of asking the state to go into the boarding-house business. Neither do we see the necessity for it. If the state, by creating a workshop for the blind, can enable them to become self-supporting, they can find board and lodging with private persons, and pay for it out of their earnings, without any intervention on the state's part.

But we do not believe that the representations that have been made as to the earnings of inmates of the new institution are true, nor that they are warranted by the experience of such states as have created similar establishments. In the thirteenth annual report of the Pennsylvania Working Home for Blind Men, Mr. H. L. Hall, the very able and efficient superintendent, said: "Much is said by all workers among the blind about workshops becoming self-sustaining. The problem is a perfectly easy one to solve in one way, by selecting from all applicants only those who can do a certain kind of work and a given amount of it. But this would deprive a large proportion of the blind of employment, viz., that portion who can only earn less than 100 per cent. of their living. This we cannot do." The by-laws of the institution require inmates of the home to pay three dollars a week for board. But the average earnings of the blind men connected with the institution are less than one hundred and twenty dollars a year. The last published report shows more than \$22,000 received in contributions for the support of the home, of which ten thousand dollars is in the form of an appropriation by the state of Pennsylvania. In the sixteenth annual report of the Pennsylvania In-

dustrial Home for Blind Women, the manager says: "Our financial report shows that we have been able to keep out of debt and carry on the necessary expenses of the home at the same rate as formerly, and this we have been able to do through the generosity of a number of friends who have given us liberal contributions, amounting to twenty-five hundred dollars, while others have left legacies to the home amounting to over five thousand dollars. We were very fortunate in securing the attention of the legislature and getting an appropriation." The California home is not self-sustaining, nor, we believe, is that at Columbus, Ohio. We see no reason to think it possible to establish a home in Chicago and maintain it without regular annual appropriations from the state treasury. This is particularly the case, in view of the policy of this state, which is not to receive donations or contributions from private citizens toward the support of institutions owned and controlled by the state itself.

There is still another view of this question which deserves consideration. The theory of relief, both in the common law and in the statutes, is that it must be local in its character. The claim of any indigent person for relief is against the town of which he is a legal resident. The counties administer relief only by the special permission of the legislature, on the ground of convenience in the matter of establishing county farms and almshouses. The state itself administers no relief. It is true that in some states a class of paupers is recognized known as state paupers, who have no local settlement. Many of these are transient paupers, whose claim is upon some other state or upon some foreign country, and the state, when it has discovered the place of residence, ships them to their proper homes. If the state of Illinois were to create and maintain a home for the adult blind, this would be to make a distinction between the indigent blind and other classes of indigent persons, which, however beneficial it might prove to the favored class, would not be fair to others equally destitute and equally deserving of sympathy and of help. The insurrections for the education of the deaf and of the blind belong to the educational system of the state. In a sense, they are not charitable, at all. But if the state should once embark in a scheme of direct relief, it is impossible to tell to what lengths consistency may compel it to proceed. Homes for the deaf, homes for crippled, homes for incurables, and homes for the aged are, in theory, just as defensible, just as necessary, just as humane, as homes for the adult blind.

In what we have said, we have spoken as friends of the blind, in full sympathy with them and willing to be of service to them. There is unquestioned merit in the proposal to aid the blind to obtain employment, and they need aid in this direction. A blind person cannot search for work as others do, nor can he dispose so easily of the product of his labor. He needs help from some quarter. On this subject, Dr. Armitage has written: "The establishment of workshops for the adult blind is due to the late Miss

Gilbert, the blind daughter of the bishop of Chichester, who in 1856 founded the society for the general welfare of the blind. The benefits arising to the blind from this workshop induced many persons to follow her example, so that there are now few large towns in England which do not possess a work-shop for adult blind. The advantages are obvious. The blind man can live at home and go to his daily work without the trouble of procuring orders or of finding a customer for his work. He thus is relieved from much anxiety and loss of time. On the other hand, if the workshop system were to become universal, it must be greatly extended, in order to receive all who ought to be employed. Again, it diminishes independence and individual enterprise, by which some blind men have risen from mere workmen to small manufacturers. Further, although well-managed workshops are a great blessing to the blind, it is in the nature of things that the management is not always satisfactory; so that it is well that the blind should, whenever possible, not only be good workmen, but understand how to conduct a business profitably, in order that, in case of need, they may be independent of the workshops. But, for blind workmen scattered over the country to succeed, it is almost essential that they should have some one to give advice and timely assistance, if necessary. The best person to do this is the director (superintendent), or some one officially connected with the school where they received their education, as it thus feels itself responsible for the success of its former pupils, and, in case of their failure, strives to counteract the causes which have led to it." Again, Dr. Armitage says: "It can hardly be expected that the state will found special asylums for old and infirm blind people."

The difficulty with the act under consideration is that it does not discriminate between the workshop and the home, but joins the two in a single measure. The workshop might not be contrary to sound policy; but it is difficult to justify the appropriation of money for the home. The director of the national blind institute at Dresden said, in 1873: "All who understand the subject are convinced that the blind cannot be really helped by building asylums. If there were three times as many asylums as there are schools, there would not be room for all, and the inmates would never be satisfied with their condition." In the report of the Louisiana institution for the instruction of the blind, in 1882, the principal, himself a blind man, said: "An asylum for the blind is not a necessity. If it were created, it would be an evil to the public and an injury to its inmates. A public evil, because it would establish a false basis of pauperism and widen its area; an injury to its inmates, because it would be an association based on a defect. Every association founded on a defect is abnormal, and must visit upon its members all the evils of an abnormal society." In 1884, the state board of charities in New York made a special report, in response to a senate resolution requesting them to inquire into the necessity and expediency of the

establishment of a state asylum for the indigent blind, in which they said: "The number and condition of the indigent blind are not such as to render necessary or expedient the establishment of a state asylum for their care and maintenance." Mr. Anagnos, superintendent of the Perkins institute for the blind, at Boston, says: "It is neither unjust or unkind to state that for persons who are willing to enter such institutions, (homes or asylums for the blind), and to live in an atmosphere of demoralization and in a state of inertia, the ordinary town and county poorhouses, with all their imperfections and disadvantages, are much preferable to almshouses intended for a special class." This is precisely what we fear that an industrial home for the blind would tend to become. We agree with Mr. Anagnos when he says again: "Workshops, and not asylums, are needed for the relief of the blind." The combination of the workshop and the home or asylum is, as he remarks, ostentatious; it subjects the blind to observation as members of an institution; it separates them from people who have their sight; it is questionable whether it would not foster the spirit of indolence and dependence in the inmates. We think it better that blind persons should work at their own homes, if possible; though we do not go so far as Mr. Anagnos does, when he declares that workshops for the blind should not be aided by the state, or even by a municipality, but should depend wholly and absolutely upon the free gifts and voluntary contributions of benevolent men and women.

We are not unwilling to see the experiment tried of state aid to a workshop for the blind in the city of Chicago. But we regard it as an experiment, and very strongly advise the legislature to make haste slowly in this direction. It is not necessary to create a corporation with perpetual succession, nor to purchase land and erect a building. It would be far simpler, and, we think, better, to make a small appropriation for the rent of a shop and the salary of a superintendent, and place it in the hands of one of the existing boards of trustees interested in the blind—either the trustees of the institution for the blind at Jacksonville, or of the eye and ear infirmary at Chicago—and let them undertake the work. They could do all that could be done by the proposed corporation, except to build and open a boarding-house for the blind, to be sustained in part at least by appropriations from the state treasury, a project which we believe to be not only devoid of merit to recommend it, but contrary to the principles which should govern the benevolent action of the state.

CHAPTER V.

DEPENDENT CHILDREN.

In our last report to the general assembly, in the chapter entitled "*Children of the State*," we called attention to the construction placed by the county court of Cook county upon an act approved May 28, 1879, entitled "An act to aid Industrial Schools for Girls," and to the practical operation of the act under that construction, particularly with reference to the Chicago industrial school for girls.

On the 4th of June, 1887, the Chicago industrial school for girls commenced an act of assumpsit in the circuit court of Cook county against the county of Cook, to recover the amount of a bill for services rendered by the said school in the form of tuition, maintenance, and care of the children committed to it by the county court, together with an account for clothing furnished. The circuit court rendered judgment in favor of the plaintiff, whereupon the county of Cook appealed from that judgment to the supreme court. The decision of the supreme court, at the May term of 1888, was that the judgment of the circuit court be reversed.

The history of this case is of such interest and importance, that we deem it advisable to relate it here.

In the year 1876, the Illinois industrial school for girls at South Evanston was incorporated as a private institution, under the general incorporation act.

In 1879, the general assembly passed an act to aid industrial schools for girls, approved May 28, 1879, and in force July 1, 1879, which may be found on page 308 of the session laws for that year. The first section provides that any seven or more persons, residents of this state, a majority of whom are women, who may organize, or have organized, under the general laws of the state, relating to corporations, for the purpose of establishing, maintaining and carrying on an industrial school for girls, shall possess the powers, rights and privileges of corporations of this state, not for pecuniary profit, and shall be exempted from all state and local taxes; provided, that the consent of the governor must first

be obtained in writing, which consent must be filed in the office of the secretary of state. The second section declares that the object of industrial schools for girls shall be to provide a home and proper training-school for such girls as may be committed to their charge. In the third section the description of girls who are dependent, and who may be committed to an industrial school by the county court of any county of this state, is said to be: "Every female infant who begs or receives alms while actually selling or pretending to sell any article in public; or who frequents any street, alley, or other place for the purpose of begging or receiving alms; or who, having no permanent place of abode, proper parental care, or guardianship, or sufficient means of subsistence, or who for other cause is a wanderer through streets and alleys, and in other public places; or who lives with, or frequents the company of, or consorts with reputed thieves or other vicious persons; or who is found in a house of ill-fame or in a poor-house." The form of proceeding under the act is immaterial. The questions of fact in the case are required, in the fourth section, to be determined by a jury of six. If the jury find that the infant named in the petition is a dependent girl, and if, in the opinion of the judge, she is a fit person to be sent to an industrial school for girls, the judge shall enter an order that such infant be committed to an industrial school for girls in the county; but if there be no such school in the county, then to any industrial school for girls, elsewhere in the state, to be in such school kept and maintained until she arrives at the age of eighteen years. The fifth section provides that the court must order of record, that such infant has no guardian; or that her guardian or parent is not a fit person to have the custody of such infant, as the case may be; and the court may thereupon appoint the president or any one of the vice-presidents of such school, the lawful guardian of such infant. By the ninth section of the act, any county from which dependent girls are sent to any industrial school for girls is required to pay for their tuition, maintenance and care, the sum of ten dollars per month, so long as they are retained in such school and not placed out by adoption or apprenticeship. The tenth section declares that the officers and trustees of any industrial school for girls in this state "shall have the exclusive custody, care and guardianship of such girls." The eleventh section confers authority upon the officers to place girls out, and to have a supervising care over them, to see that they are properly treated and cared for. The thirteenth section confers authority to discharge any girl, whenever the good of the girl or that of the school would be promoted by her discharge; and the governor may, at any time, order the discharge of any girl committed to such a school under the provisions of this act. The fourteenth section subjects all industrial schools for girls in this state to visitation, inspection, and supervision by the state commissioners of public charities; it ordains that suitable provision shall be made

for the moral and religious instruction of inmates, "avoiding, as far as practicable, sectarianism;" and it forbids any industrial school to receive an appropriation from the state for any purpose.

Under the provisions of this act, the Illinois industrial school for girls at Evanston obtained the consent of the governor, in writing, to be recognized, and his consent was filed in the office of the secretary of state. Thereafter it received girls committed to it by various counties, and collected the lawful charges for their tuition, maintenance, and care.

In 1883, a similar act was passed by the general assembly, entitled "An act to provide for and aid training schools for boys," which was approved June 18, and may be found on page 150 of the session laws of 1883. The number of sections, and their order, is precisely the same in the act of 1883 as in that of 1879, except that the twelfth section of the former act, which forbids the reception of any girl who is imbecile, idiotic, incapacitated for labor, or infected with any infectious, contagious, or any incurable disease is forbidden, is omitted in the act relating to boys. The language of the two acts is almost identically the same. Power is given however to any court of record to commit any dependent boy. The description given of a dependent boy is as follows: "Every boy who frequents any street, alley, or other place for the purpose of begging or receiving alms; or who shall have no permanent place of abode, proper parental care or guardianship, or sufficient means of existence; or who, from other cause, shall be a wanderer through streets or alleys or other public places; or who shall live with, or frequent the company of or consort with reputed thieves or other vicious persons." Commitments of boys are until the age of twenty-one years. The court is directed to appoint "a guardian of the custody and tuition of such boys." The charge allowed for clothing, tuition, maintenance and care of dependent boys, is as follows: "For each boy under the age of ten, eight dollars per month; for each boy over ten and under fourteen years, seven dollars per month; and for each crippled and disabled boy, of whatever age, nine dollars per month." It is further provided in the ninth section that no charge shall be made against any county which shall not first have contracted with the training school for boys for the support and maintenance of the boy or boys committed to it. In the final section of the act the provision requiring the moral and religious instruction of inmates, "avoiding as far as practicable sectarianism," is omitted.

Application was made to the governor for recognition, under this act, of St. Mary's training school at Feehanville, a Roman Catholic institution, conducted by the Christian Brothers, which had been chartered under the general incorporation act in February, 1882. The governor's consent was obtained, and placed on file in the office of the secretary of state. The only county, so far as we know, which has a contract with this institution, for the care of boys committed to it, is the county of Cook. In 1885,

both of these acts were amended. It is remarkable that both of them were amended in precisely the same sections, namely, the third, fifth, and ninth. In both acts, as originally passed, it was necessary for the petitioner to set forth that the dependent boy or girl had no living parent or guardian, or, if living, that the parent or guardian was not a fit person to have the custody of such infant. Both acts were so amended as to enlarge the scope of the petition, by allowing the petitioners to set forth that the father, mother, or guardian although living and fit to have charge of the child, *consents to the boy or girl being found dependent.* The effect of this amendment, and doubtless its intention, was to open a wider door for the admission of boys and girls into industrial schools, whose commitment was not contemplated or authorized by either of the previous acts. An examination of the language employed in amending each of the two acts makes it evident that both of the amendments adopted were written by the same hand, and inspired by the same brain. Other safeguards contained in the original acts were also broken down. We have seen that the county court alone was given jurisdiction over dependent girls, while jurisdiction over dependent boys was conferred in the original act upon any court of record.

The amendment to section three of the act of 1879 gives to any court of record concurrent jurisdiction with the county court, in the matter of the commitment of dependent girls. The description of a dependent boy and of a dependent girl, as set forth in the original act, is also changed. To make the difference in this respect more obvious, we print the original and the amended descriptions side by side, in parallel columns:

Of a Dependent Girl.

1879.

Every female infant who begs or receives alms while actually selling, or pretending to sell, any article in public; or who frequents any street, alley or other place for the purpose of begging or receiving alms; or who, having no permanent place of abode, proper parental care or guardianship, or sufficient means of subsistence, or who, for other cause, is a wanderer through streets and alleys, and in other public places; or who lives with, or frequents the company of, or consorts with, reputed thieves or other vicious persons; or who is found in a house of ill-fame or in a poor-house.

1885.

Every female infant who begs or receives alms while actually selling, or pretending to sell, any article in public; or who frequents any street, alley or other place, for the purpose of begging or receiving alms; every female infant who shall have no permanent place of abode; or who shall not have proper parental care or guardianship; or who shall not have sufficient means of subsistence; or who, from any cause, shall be a wanderer through streets or alleys or other public places; or who shall live with or frequent the company of, or consort with, reputed thieves or other vicious persons; or who shall be found in a house of ill-fame, or in a prison or in a poor-house.

It might not occur to a casual reader unaccustomed to weighing the exact import of legal phraseology, that there is any great difference in the meaning and effect of these two descriptions. But there is a very important difference, which will be readily apprehended when it is pointed out. Under the original act, before a girl could be found to be dependent and committed to an industrial school for girls, she must be shown to be destitute of a permanent

place of abode and of proper parental care and guardianship, and of sufficient means of subsistence, and to be a wanderer in streets and alleys. Under the amended act it is not necessary to prove that all these marks and characters are joined together, and that they attach to one and the same person; it is enough to show that a girl possesses any one of them. She may not be destitute of proper parental care or guardianship, or destitute of sufficient means of subsistence, nor is it necessary to prove her a wanderer; it is enough to show the single fact that she has no permanent place of abode. It would be difficult to imagine an easier way of opening a wider door of communication between an industrial school for girls and the county treasury.

The change in the description of a dependent boy is a trifle less radical.

Of a Dependent Boy.

1883.

Every boy who frequents any street, alley, or other place, for the purpose of begging or receiving alms; or who shall have no permanent place of abode, proper parental care or guardianship, or sufficient means of subsistence; or who from other cause shall be a wanderer through streets and alleys, or other public places; or who shall live with, or frequent the company of, or consort with, reputed thieves or other vicious persons.

1885.

Every boy who frequents any street, alley, or other place, for the purpose of begging or receiving alms; every boy who shall have no permanent place of abode, proper parental care or guardianship; every boy who shall not have sufficient means of subsistence, or who from other cause shall be a wanderer through streets or alleys, or other public places; and every boy who shall live with, or frequent the company of reputed thieves or other vicious persons.

Here the amendment does away with the necessity of proving the concurrent lack of a permanent place of abode, proper parental care or guardianship, and sufficient means of subsistence. It renders it possible to secure the commitment of a boy who has no sufficient means of subsistence, to an industrial school for boys, even though he may have a permanent place of abode, and proper parental care and guardianship.

It seems to us that the end aimed at in securing the passage of these amendments is obvious enough, especially when considered in connection with the fact that, under the amended acts, both boys and girls might be committed to industrial schools, if the living parent or guardian of the child, although a fit person to have charge of it, consents to its being found dependent. Whatever the intention of the author or authors of these amendments may have been, the law, as it now stands upon our statute books, authorizes any judge of any court of record to send any boy or girl, whose parents are unable to provide for it through their own exertions, to an industrial school, and have it maintained and educated at the expense of the county.

The amended act went into effect on the first of July, 1888. On the 24th of November, 1885, the governor gave his written consent to the incorporation of the Chicago industrial school for girls; and, the charter having been obtained from the secretary of

state, a meeting was held in the evening of November 28th, at the House of the Good Shepherd in Chicago, at which Archbishop Feehan presided, to organize the new corporation. There were nine charter members, of whom two were laywomen belonging to the Roman Catholic church, and the other seven were members of the Roman Catholic religious order of the Good Shepherd. The officers of the corporation elected at this meeting were, all of them, officers of the House of the Good Shepherd, the mother superior being chosen president of it.

On the eighth of February, 1887, the consent of the governor in writing having first been obtained, the secretary of state issued letters of incorporation to the Illinois industrial training school for boys, which subsequently opened a school at Norwood Park.

There are, therefore, at this time, four industrial schools organized and claiming to operate under the industrial schools act—two for girls, one Catholic and one non-Catholic, and two for boys, one Catholic and one non-Catholic.

The questions which we raised in our report presented to the governor two years ago were: (1) Whether a corporation owning no property and maintaining no school of its own or under its immediate control, but recommitting the children committed to its care to the care of an agent or agents having an independent corporate existence, was entitled to the benefits of the act. (2) Whether the payment of money out of the county treasury of Cook county to the House of the Good Shepherd and Saint Joseph's Orphan Asylum, both of which are under the control of religious orders of the Roman Catholic church, through the intervention of the corporate body known as the Chicago industrial school, was a violation of the provision contained and expressed in the third section of article three of the constitution of Illinois, commonly called "the anti-sectarian clause."

Whatever any one may suppose or think, our remarks upon this subject were not prompted by any disrespect for the Roman Catholic church, any hostility to its religious teachings, or any want of appreciation of the piety and devotion of the women in charge of the two institutions named, who are undoubtedly doing an excellent work to the very best of their ability. We were actuated solely by a regard for our official oath, which requires us to perform the duty devolving upon us under the act creating this board, namely, to communicate to the general assembly the result of all inquiries made by us into any matter connected with the management of any institution which we are directed by law to visit and inspect, together with our own opinions and conclusions relating to the whole subject.

We have no reason to believe that anything which we said influenced the action of Cook county. That county was laboring under considerable temporary financial embarrassment, and the bills both of the school at Evanston and of the Chicago industrial school, as well as of the Feehanville school, were for a long time unsettled.

In the end, the county refused to pay the bill presented by the Chicago industrial school, on the ground that such payment would be contrary to that section of the constitution which declares that "neither the general assembly, nor any county, shall ever pay from any public fund whatever anything in aid of any church or sectarian purpose, or to help sustain any school controlled by any church or sectarian denomination whatever." Thereupon the industrial school brought a suit in the circuit court, which was tried, without a jury, very largely upon an agreed statement of facts, without the introduction of much testimony. The court rendered its judgment in favor of the school. The county appealed to the supreme court, under the eighty-eighth section of the practice act, which provides that "appeals from and writs of error to circuit courts, etc., in all cases in which a franchise or freehold or the validity of a statute or construction of the constitution is involved, shall be taken directly to the supreme court."

The brief submitted on behalf of the appellant by Mr. Francis Adams attacked the constitutionality of the industrial school act on an entirely new ground, namely, that the clause which gives to the governor the power to give or withhold his consent to the application of the benefits of the act to any particular corporation is in effect a grant of power to determine whether a law shall take effect at all, and if so, whether it shall be special, limited and local, or general in its operation; in other words, it empowers him to grant to a corporation a special or exclusive privilege, immunity or franchise. Mr. Adams argued that the attempt to do this is an attempt to evade the constitutional prohibition of special legislation; that the general assembly can not confer upon the governor power which it does not itself possess, and which is not included among the powers enumerated in the constitution, which the governor may lawfully exercise in relation to legislation; and that the legislature cannot accomplish indirectly that which it is forbidden to do directly. He said: "If your honors shall sustain this act, what will there be to prevent an act in relation to county affairs, the same not to apply to any county except by the written consent of the governor; or an act conferring certain powers on cities and villages, no city or village to have the benefit thereof, except by the consent thereto of the governor in writing; or an act regulating township affairs, the provisions thereof not to apply to any town, until such time as the governor shall, in writing, manifest his consent thereto; and so on, *ad infinitum.*" He also claimed that the act violates the constitutional prohibition of the extension or amendment of any charter of incorporation by special legislation, since the consent of the governor, when obtained, becomes a part of the charter of the corporation to which such consent is given. The supreme court declined to pronounce upon these propositions, and passed them by in silence.

The brief of Mr. E. R. Bliss, also for the appellant, on the other hand, after reciting the history of the act, was devoted to an argument to prove that the payment of the bill presented by

the Chicago Industrial School would be a perversion of the public funds to sectarian purposes. It was on this point that the supreme court sustained the county and reversed the judgment of the circuit court.

In the following summary of Mr. Bliss' argument, we do not follow the order and analysis adopted by him, but we believe that we state fairly his positions. He attempted to show: (1) That the Chicago industrial school had no existence in fact, other than that of a paper organization, without possessing any of the attributes or facilities for the care of dependent girls contemplated in the act in dispute. (2) That to enable it to furnish the tuition, care and maintenance, in consideration of which an industrial school for girls is entitled to ten dollars a month for each inmate committed to it by the county court, this corporation was obliged to deliver all girls committed to its care to the House of the Good Shepherd or to Saint Joseph's Orphan Asylum, to do for these children what the act required that the corporation itself should do. (3) That there was no evidence of the existence of any contract between the Chicago industrial school and either of these institutions, and that there was in fact no contract, but merely an understanding, which understanding was not between different individuals representing opposing interests, but between the same identical persons acting in two different relations and capacities, as officers of the House of the Good Shepherd on the one side, and as officers of the industrial school on the other, and that such understanding was confined to their own breasts. (4.) That the House of the Good Shepherd and Saint Joseph's Orphan Asylum are schools controlled by the Roman Catholic church. (5) That the moneys sought to be collected from the county of Cook, if paid to the Chicago industrial school, would in fact be paid to help to sustain the schools maintained by the sisters of the Good Shepherd and sisters of charity. (6) That the Chicago industrial school for girls is controlled by the church to the same extent as the House of the Good Shepherd. The charter members of the corporation called the Chicago industrial school have been made directors of the corporation for life; seven of these charter members are nuns, bound by the most sacred vows to obey the orders of their superiors, and the superior of all their superiors is the head of the Roman Catholic church.

The brief and argument for the appellee, which was presented by Messrs. Smith & Spence, contains much interesting matter not directly addressed to the points raised by the attorneys for the appellant. They contended that the record of proceedings of the corporation entitled the Chicago industrial school for girls shows that that corporation had a real existence; that it was entitled under the act to cause the children committed to its guardianship to be maintained and educated in the two institutions named; that it was not essential that it should maintain a school of its own; that there was a contract between these institutions and the Chicago industrial school, the existence of which is sufficiently shown by

the acts of the respective corporations; that the Chicago industrial school is not sectarian, nor controlled by any church, that the monies paid by it to the House of the Good Shepherd and Saint Joseph's Orphan Asylum were not in aid of those institutions, but in compensation for services which they had a legal right to render under their contract, and for which they were legally and equitably entitled to compensation, and that, even if it should be held that the constitution prohibits the payment of this claim, the effect of such decision would extend no further than to the provision in section one, and to the eighth and ninth sections of the act in their entirety, and that the right of the courts to control and direct the school to receive and detain children as their lawful provision should not be taken away. In reply to the points raised by Mr. Adams, they insist that the law is not special, but general as to the class of schools upon which it is intended to operate, and that the power conferred upon the governor is but an exercise of the visitatorial authority.

We do not of course undertake to mention all the points made by the attorneys on either side, but only to give a general view of the case, with special reference to such points as seem to us to have been most material.

The defendant in the lower court submitted to the trial judge certain written propositions of law, which the trial judge refused. These propositions were in effect that under the facts of the case, the payment of the money sued for would be a violation of the anti-sectarian clause of the constitution. The supreme court holds that this refusal was an error. It holds that the House of the Good Shepherd and Saint Joseph's Orphan Asylum are schools controlled by a church; that the payment by the county of the money sought to be recovered in the name of the Chicago industrial school would be a payment in support of schools controlled by a church, and in aid of a sectarian purpose; and that there is nothing in the record to show that there was any contract, either express or implied, between these institutions and the Chicago industrial school. On the contrary the Chicago industrial school for girls merely stood for these institutions, and was nothing more than another name for them. Its officers were their officers, its premises were their premises, its training was their training. If money was paid to it, such money went to them. If girls were committed to it, such girls were taken to their buildings. If there was a receipt for a cart loaded with oil, or clothing furnished by it, such receipt was signed by the institution. The court further observes:—The industrial schools which teach and care for such girls are performing, as substitutes for the state, a duty which the state itself is bound to perform. If they are entitled to be paid out of the public funds, even if they are under the control of sectarian denominations, simply because they relieve the state of a burden which it would otherwise itself be bound to bear, then there is nothing to prevent all public education from becoming subjected by hasty and unwise legislation to sectarian influences.

By means of the above we have obtained a good deal of information concerning the nature of the soil and the character of the vegetation. It seems to me that there are no great difficulties in the way of the work, except those connected with the time of the year. The first difficulty will be to get the people to leave their houses and go into the fields. This will be particularly difficult in the case of the Indians who are scattered over the surface of the country. It is also difficult to get the people to leave their houses and go into the fields. This will be particularly difficult in the case of the Indians who are scattered over the surface of the country.

But we prefer the reader to decide for himself what is true.

We are glad that the present is to be named as one of the milestones in our life, and we hope that it will be a good one.

It will however be necessary that there are certain changes in these new views as it is at present. The difficulty is to find a system of classification which will be capable of being applied to all the species. We have tried in vain to find one which is not too general. We have also tried to find one which is not too narrow. We have also tried to find one which is not too difficult. We have also tried to find one which is not too difficult.

institutions, which can only live by the receipt of a subsidy from the state or county treasury.

It is right here that the question of the relative limits of public and private charity finds its solution. The evils of a paternal government are obvious. The state should never do what private charity is ready and willing to do, any more than it should do for an individual what he is able to do for himself. In a natural and healthy condition of society, private initiative is active. The substitution of governmental for private initiative is a symptom of social decay. But the government should never go into partnership with any individual or corporation in the transaction of business which properly belongs to the government. If the government finds it necessary or expedient to establish and maintain a charitable or penal institution, let it do so wholly at its own charge and expense, and receive no form of aid from private parties, least of all in the shape of bids for the location of the institution as an inducement to accept an inferior site, and lay a foundation for future claims to unjust consideration and remuneration in return for a spurious liberality. If private persons undertake some form of charitable work, let them find the money with which to carry it on, without calling on the government for an appropriation to enable them to dispense with the effort required for success in their undertaking, and at the same time evade responsibility for the expenditure of public funds. If a private charity can not be sustained without a governmental subsidy, it is usually either because the demand for it does not impress the public, or else because the public has not confidence in its management. Work to which the state grants pecuniary aid should be wholly under the control of the state, and it should be done by officers and employees of the state, in buildings owned by the state.

All the schemes for the care of dependent and neglected children in Illinois that have been submitted to us for our approval thus far have failed to command it, simply because of this want of perception, on the part of their promoters, of the necessity for separating private and public charity, instead of uniting them. All of these schemes contemplate the raising of money by taxation, through the intervention of the government, and its disbursement by private persons, whose responsibility to the state for such expenditure will be far more nominal than real. If it is proposed to take care of dependent children by the instrumentality either of religious orders of the church or by associated effort outside of the church, well and good. That means that the religious orders and secular associations engaged in this noble work will find their own means for carrying it on, just as the father of a family does, without expecting state aid. If he has the money, he spends it; if he has it not, he endeavors to earn it. The state has no objection to this; it approves and commends such liberality; and it will protect those engaged in the work, and aid them to secure and retain necessary control of the children, just as it enforces parental authority. It cannot undertake to do more.

CHAPTER VII.

THE COUNTY ALMSHOUSES.

The descriptions of almshouses in this chapter, and of jails in the chapter which follows, were furnished by Mr. John W. Whipp, the assistant secretary of the board, upon whom the monotonous and somewhat painful duty of inspecting them devolves. He has visited and reported upon every county in the state: and, having had many years' experience in this work, we believe that his statements as to the condition of the county institutions are worthy of entire confidence.

Following the report on almshouses will be found an account of his visits to the industrial schools for boys and girls, which are by statute subject to the inspection of this board.

ADAMS COUNTY.—*Visited June 22, 1888.* A frame barn 40x50 feet has been erected, at a cost of one thousand two hundred dollars. The buildings were found to be in fair condition, except the detached building, occupied by men, and the rear of the main building, which are worn out, and should cease to be used for their present purpose. The grounds are neatly kept; both in the front and rear. The walls of the rooms were white, and the floors well scrubbed, except those occupied by males; and the beds and bedding occupied by women were clean and tidy. The inmates appeared to be cleanly, moderately well clothed, and generally in good health. The food furnished is good and abundant. The sexes are properly separated. A special attendant is provided for the insane of each sex, and medical attendance once each week, and whenever necessary. None of the insane were found locked in rooms. The airing-court is used by the insane whenever the weather is pleasant; the males occupying it one day and the females the next. The farm seems to be doing well; good prospect for a large yield this year.

ALEXANDER.—*Visited April 21, 1888.* This county has no almshouse and the paupers who require house care are boarded in

different parts of the county. The Saint Mary's Hospital cares for the sick paupers of the county, and of the city of Cairo. St. Mary's Hospital was visited. The buildings were in good condition, the grounds neatly kept, the rooms clean and neat, and the beds and bedding in excellent condition. The inmates appear to be cleanly, and seem to have the best of care. They have medical attendance three times each week, and oftener when necessary. The insane are kept here while awaiting admission to the hospital.

BOND.—*Visited May 23, 1888.* The main building of this almshouse was found in fair condition, but some of the floors and stairways are much worn. The cell-house for the insane was in bad condition; although seemingly clean, a bad odor makes itself felt, and is stronger than the carbolic acid, which is freely used. The grounds were in fair condition, the rooms generally well kept, and the beds and bedding in moderate condition. The inmates were moderately cleanly, poorly clothed, generally in good health, and are furnished with good wholesome food. The sexes are properly separated, as regards their sleeping apartments. This place is let to the lowest bidder. The present keeper receives two hundred and fifty dollars per annum. He says that this is his last year at that price, and intimates that it would require a much higher salary to persuade him to remain in such an undesirable position.

BOONE.—*Visited August 20, 1888.* This almshouse is the property of Mr. C. C. Leach, who receives seven hundred and twenty-five dollars per annum, for which he agrees to feed all paupers that the county authorities may send to him. He also agrees to furnish medical attention and pay all burial expenses. The building occupied by male paupers is about fifty feet distant from the farm house. It consists of one room, which, at the time of this visit, was considerably out of order; the floor might be much improved by a good scrubbing. The bedding was worn out and lacked a cleanly appearance. The room occupied by the female inmates is on the second floor of the farm house, which is kept in fair order. The appearance of the inmates was moderate as to cleanliness and clothing. They have an abundance of good food and seem to be generally in good health. On the 3d of April, 1888, James Donahue, an insane pauper, was killed in a fight with one of the inmates at this almshouse. It is reported that Donahue was very quarrelsome and commenced the fight, and had picked up a stone to throw at the man with whom he was quarreling, when the man, finding that he could not get away, turned and struck the insane man on the head with a stick of wood, which caused his death. The barn belonging to this almshouse was entirely destroyed by fire, the week before this visit was made. Mr. Leach, in addition to the loss of the barn, lost two horses, one bull and one calf.

BROWN.—*Visited June 20, 1888.* The buildings of this almshouse were found to be in good condition. The grounds are

neatly kept, both front and rear. The rooms were clean and tidy on the women's side of the house, but those occupied by males might be much improved. The beds and bedding were in good condition and generally clean and neat. The inmates appeared to be cleanly, moderately well clothed, and in good health. The food furnished is good and wholesome. The sleeping apartments of the males are on the west side of the house, and those of the females on the east side. The farm was in excellent condition and promises abundant crops this year.

BUREAU.—Visited August 29, 1888. The grounds of this almshouse are nicely graded from the rear building to the road, affording a beautiful lawn, bordered with flower beds. The buildings were found to be in excellent condition for such old buildings. The walls of the rooms were neatly whitewashed, and the floors scrupulously clean. The beds and bedding were clean and tidy. The inmates appeared to be cleanly, moderately well clothed, and in general good health, and had an abundant supply of food of the best quality. The sexes are properly separated. The insane have special attendants and medical attention once each week, and oftener when needed. The insane are allowed their liberty during the day, and it seems to have a beneficial effect; all of them seem to have improved; they used to be very noisy and troublesome, but are now more quiet. Homes should be found for the children. Since last visit a barn 24x48 feet, with an addition, 24x53 feet, has been erected, and the platform to the hog pen has been extended, at a cost of one thousand four hundred and thirty-nine dollars. Water works for stock, consisting of an elevated tank ten feet in diameter and eight feet in height, enclosed and protected from frost, supplied by a wind pump, and with pipe connections to all barnyards and the horse barn, have been constructed, and a house for breeding stock has been erected, which, together with general repairs and improvements, have cost two thousand, two hundred and seventy-two dollars and fourteen cents. About two hundred rods of drain tile have been taken up and larger tile substituted, and two washing machines and a wringer have been purchased. A new, more commodious and convenient building is needed. The old building has had its day, is much worn, badly arranged, and inconvenient, and should give place to a modern structure. The lawn in front of the rear buildings, which is so neatly kept, would make a beautiful site.

CALHOUN.—Visited September 12, 1888. The main building of this almshouse was found to be in fair condition, but the floors in some of the rooms are much worn. The log cabin occupied by some of the men and boys is rather too well ventilated in the winter, and hard to keep warm. The walls of the rooms of the main building are neatly whitewashed, and the floors well scrubbed. The beds and bedding are clean and in fair condition. The inmates appeared cleanly, moderately well clothed and the general health seemed to be good. The food furnished is good. The sexes sleep in different rooms of the same building. There is one

inmate at this almshouse who is nearly blind, with cataract in both eyes. The county would save money and perform a humane act by sending him at once to the Chicago Charitable Eye and Ear Infirmary.

CARROLL.—*Visited August 23, 1888.* The central building and west wing, which, at the date of the last visit were nearing completion, have been finished, and are now occupied. A large tank has been placed in the attic, which is supplied by a wind pump, that furnishes water on each floor in all parts of the building. The entire building is now heated by steam, but in severe weather the old part of the building is not sufficiently heated. The buildings were found to be in excellent condition, and the grounds neatly kept, in front and rear. The walls of the rooms were snowy white and the floors show that soap and muscle have not been spared. The beds and bedding were clean and tidy. The inmates appeared to be cleanly, well clothed and generally in good health. Male inmates sleep in the new wing, and the females in the old building. Children, as soon as received, are sent to the Aurora Orphans' Home, where homes are readily found for them. The insane have all been removed except one man, who is always accompanied by an attendant when out of doors, and who is locked in, day and night, when not thus attended. There were nine inmates present; six males and three females. One of the males was insane, and two of the females were idiots. The farm is doing well. Five hundred bushels of oats, one hundred and eighty bushels of wheat and two hundred and thirty-seven bushels of rye have been harvested, and the corn crop promises largely.

CASS.—*Visited June 13, 1888.* The buildings of this almshouse at last visit were in wretched condition, but at this visit they appear to be still worse. The county commissioners intend to tear down the old buildings and build anew. The rooms of the present buildings need whitewashing, and the appearance of the floors might be improved by scrubbing. The beds and bedding are much worn and untidily kept. The inmates appeared to be only moderately clean; their clothing poor. Their general health seemed to be good, and they are supplied with an abundance of plain food. The sexes sleep in separate rooms of the same building. There were ten inmates present; eight males and two females. One of the males was an idiot. The keeper of this almshouse receives two dollars and fifty cents per week for caring for each inmate, and pays nine hundred and twenty-five dollars per annum for the use of the farm.

CHAMPAIGN.—*Visited June 7, 1888.* Since my last visit to this almshouse it has been enlarged by the erection, on the east side of the main building, of a two and a half story wing, of brick, which cost about two thousand eight hundred dollars. The first floor has a dining-room and kitchen combined, from which a central hall leads east. On the south side of this hall there are two rooms with grated doors for the insane, and one ordinary sleeping-room; on the north side there are three rooms. This floor is

heated by a stove placed in the hall. The second floor contains a central hall, with five rooms on the north side and four rooms on the south side. The attic is finished in one room. The condition of the old buildings is much the same as last reported. The grounds are neatly kept, except in the airing-court of the insane department, which contains some rubbish that should be removed. The rooms are clean and tidy in the department occupied by females, especially so in the new wing; but the rooms occupied by men could and should be made much cleaner and more tidy. The inmates appeared to be moderately clean and moderately well clothed, and were generally enjoying good health. They have an abundance of good, plain food. The sexes are properly separated. There were twenty-six inmates present; nineteen males and seven females. The farm produced well last year, and the prospects for the present year are good.

CHRISTIAN.—*Visited June 2, 1888.* The buildings of this almshouse are in fair condition. Some repairs and painting are needed on the main building. The grounds are kept neatly. The rooms are clean and tidy, and the beds and bedding are in good condition and kept clean and neat. There were nine inmates present; five males, and four females. The inmates appeared to be cleanly, moderately well clothed, and in good health. The food furnished is wholesome and abundant. The sexes are properly separated. Seven of the former inmates died during last year, which has materially reduced the number of regular inmates. The farm was in good condition. There were poor crops last year but there are fine prospects for a good crop this year.

CLARK.—*Visited May 22, 1888.* This almshouse is not owned by the county. The buildings and grounds were found to be in a poor condition. The number of inmates present was twenty-one; nine males and twelve females. One female (an old resident) was insane, one male was an idiot, one male was blind, one female was an epileptic, and there were seven children—five boys and two girls. The inmates appeared to be uncleanly, poorly clothed, but in good health. They have an abundant supply of plain food. The sexes occupy different buildings. The rooms occupied by females were untidily kept, and should be kept in much better condition. The men's room was disgustingly dirty. The present keeper receives one dollar and fifty cents a week for each inmate, and is required to furnish food, clothing, medical attendance, and pay all funeral expenses. It is poor pay, and, as a consequence, the paupers have had poor care, which is generally the case when their care is let to the lowest bidder. The present contract, however, is nearly at an end, and the paupers will be removed to the farm of Mr. William Conley, four miles southeast of Westfield, who is to receive two dollars and twenty-five cents a week for each inmate. It is hoped that, with better pay, the inmates will have better care.

CLAY.—*Visited May 15, 1888.* Since last visit a partition has been placed in the middle of the hall of the main building, with

separate stairways for each side; and a high fence has been constructed, which encloses a piece of ground in the rear, and on the side of the main building and the kitchen and dining-room. The gate of this airing-court is locked at night, to keep the sexes in their proper places. The building was in fair condition, and the grounds are neatly kept. The walls and ceilings of the rooms have been whitewashed and were much neater than at former visits, but there is still room for improvement. There is a scarcity of furniture, and what there is has little value. The county should provide more chairs, tables and bureaus; the old bedsteads should go to the wood-pile; and new vermin-proof bedsteads should be purchased. The beds and bedding should be renewed; the present bedding is old and worn, but it was as clean and tidy as its rugged condition would allow. There were thirteen inmates present: seven males and six females. The inmates appeared to be moderately cleanly and poorly clothed. They seemed to be in good health, and had plenty of plain food. The sexes seem to be properly separated. The keeper receives one dollar and twenty cents per week for each inmate, and is required to furnish food, clothing, medical attendance, and pay funeral expenses. He has the farm free of rent. He said that the pay would be sufficient at ordinary times, but for the last four years the farm has not produced enough to pay for the labor expended, and the contract has nearly bankrupted him.

CLINTON.—Visited May 14, 1888. The buildings of this almshouse are in poor condition. The plastering is off in several places and needs attention, and the house should be thoroughly painted inside and out. The grounds are kept neatly. The rooms of the men are very untidy. Paint, whitewash and new furniture are needed; particularly bedsteads. Those in use are old wooden bedsteads, which swarm with vermin in hot weather. The rooms occupied by women are clean and neat. The beds and bedding in the men's rooms are old and dilapidated and unfit for use. The beds in the female department are in much better order. Twenty inmates were present; thirteen males and seven females; and all of them are foreigners. They seemed to be moderately cleanly, poorly clothed, but in good health. They have plenty of plain food, such as bread, meat, coffee and vegetables. The sexes are properly separated. The keeper can not afford to do the inmates justice for the price paid. When the farm produced good crops, one dollar a week per inmate was a fair remuneration, but for the last five years not more than half a crop has been the average, which has not paid for the labor and money expended on the farm. The keeper said that she was losing money all the time, and unless the county increased the pay she would be compelled to leave the place.

COLES.—Visited June 6, 1888. There were twenty-five inmates present at this almshouse, when visited; thirteen were males and twelve were females. The inmates appeared to be cleanly, moderately well clothed, and in good health. They have an abundant

supply of plain food. The building occupied by paupers needs repairs; the roof leaks, the plastering is off in many places, the walls need whitewashing, and the wood-work needs painting. The grounds are kept neatly for farm grounds. The walls of the rooms are dark with smoke and dirt. The beds and bedding are much worn, and need renewing. An aged couple came from England to this county recently, expecting to be supported by relatives, but they were immediately sent to the almshouse, and are now a county charge.

COOK.—*Visited August 10, 1888.* The buildings of this infirmary were found to be in excellent condition. The grounds are tastily arranged in drives, walks, shrubs and flower-beds. The walls of the rooms have been neatly painted, and the floors show that soap and labor have not been spared. The beds and bedding were clean and as neat as possible. A cottage has been erected, southwest of the main buiding, for use as an obstetrical ward. It will accommodate fourteen patients. In consequence of the limited water supply, swimming in the bath-pools has been discontinued, and shower baths of hot and cold water are now used, so that the same water is used only for one person. All are required to bathe in this manner, once each week; and all are stripped when admitted, and bathed and newly clothed. There were eight hundred and four inmates present at the time of the visit; five hundred and fourteen males, and two hundred and ninety females. Ten of the inmates were imbeciles, one a deaf mute, two blind, twenty-seven epileptics, and forty-one children under sixteen years of age. The inmates appeared to be cleanly, well clothed, and the health was good, except the old and chronic, and those who have been sent from the county hospital. The food furnished is abundant, and seems to be of good quality. The garden has produced largely this season, and has furnished all necessary vegetables for the table. The institution has, in some respects, been much improved since last visit.

COOK INSANE ASYLUM.—*Visited August 10, 1888.* The buildings of this institution were found to be in good condition. Since last visit, the kitchen, which was then in course of erection, has been completed, and is now in use, and proves to be a valuable and convenient improvement. Nearly all the inside walls of the main building have been painted, and fire-escapes have been erected, one for each sex. The landings of the fire-escapes are about 15x20 feet, and are used and much appreciated by patients in hot weather. The rooms were clean and tidily kept. The beds and bedding were good, clean and neat. The inmates were cleanly, well clothed, and well, but plainly fed. Some complaint is made, however, that under the present county administration they do not receive as many luxuries as under the former administration. The number of patients present was nine hundred and one; three hundred and ninety-three males, and five hundred and eight females. The number of inmates present April 1, 1887, was seven hundred and eighty; the number admitted, five hundred and forty-seven;

the number discharged, three hundred and fifty-eight; and the number who have died during the year, one hundred and eight; leaving eight hundred and sixty-one present, April 1, 1888. This asylum is very much crowded, especially in the female department. There is not sufficient space to seat the patients in the dining-rooms, and the sleeping rooms are overcrowded. The erection of an additional wing is projected.

COOK COUNTY HOSPITAL.—*Visited August 9, 1888.* The buildings were found to be in excellent condition, and the grounds well and neatly kept. The rooms were as clean and orderly as possible. The beds were good, and the bedding tidy and snowy white. There were four hundred and seventy-three patients present at the time of the visit. The inmates appeared to be cleanly, and have special diet. They occupy different wards, medical or surgical, as their condition requires. There were present, April 1, 1887, six hundred and sixteen patients; seven thousand four hundred and seventy-seven were admitted during the year; six thousand nine hundred and fifty-nine were discharged; and six hundred and thirty died; leaving five hundred and four patients in the hospital April 1, 1888.

CRAWFORD.—*Visited May 18, 1888.* Since last visit, a one and a half story frame building, 34x60 feet, with sheet-iron roof, has been erected, at a cost of one thousand four hundred and ninety-five dollars. The first floor is divided by a partition through the middle, leaving two departments of equal size. Each department has a central hall, with four rooms on each side. The upper floor has six rooms. This building was hastily and cheaply constructed. The plastering is especially defective, and is dropping off in nearly every room. A brick smoke-house, 16x20 feet, with a cellar below, and a 200-barrel cistern have also been constructed. The grounds around the building are neatly kept. The rooms, except for the falling plaster, were in good condition. The beds and bedding were good, clean and tidy. There were nineteen inmates present: four males and fifteen females. The inmates seemed to be cleanly, moderately well clothed, and in the enjoyment of health. The food furnished is plain, but wholesome. The sexes have different departments. The keeper said that the insane are locked up only at night, and that increased liberty has a good effect; he said that one insane woman has improved very much since being here. The keeper receives one dollar a week for boarding and clothing each inmate, and has the use of the farm.

CUMBERLAND.—*Visited May 21, 1888.* The main building of this almshouse is very much racked and out of repair. It is old and worn-out. The rooms are lined and ceiled with lumber. The walls and ceilings were once painted, but have become black with age, smoke and dirt. Washing has brought to light some of the original color, but they should now be repainted. The floors were as clean as they could be made. The furniture is old and scant. The bedsteads are old wooden frames, which have been in use for nearly fifty years, and have been the home of the bed-

pest for generations. The bedding is only moderately good. There were fourteen inmates present; five males and nine females. The inmates appeared to be moderately clean and moderately well clothed. They seemed to be in good health and well fed. The sexes are properly separated. This institution has no special accommodations for the insane. The keeper receives one dollar and twenty-five cents a week for boarding and clothing each inmate, and pays two dollars and twenty-five cents per acre for tillable land.

DEKALB.—*Visited August 16, 1888.* Since last visit to this almshouse, a barn has been erected, at a cost of one thousand dollars. The buildings were found to be in fair condition. The grounds are neatly kept. The rooms were in excellent condition, except the kitchen and some rooms for the insane. One room for the insane, which was occupied several years ago by a filthy patient, throws out an offensive odor, which sometimes pervades the whole building. It seems impossible to eradicate it. It gains greater strength as the years roll by. The wood-work and plastering should be removed immediately, as the stench endangers the health of the inmates. The kitchen floor is worn out and should be renewed. The walls and ceiling are black with smoke and accumulated dust, and should be cleansed and calcimined, and the wood-work painted. The building is badly arranged and inconvenient. The beds and bedding were clean and in good condition. There were twenty-nine inmates present; twenty-one males and nine females. Fifteen of the inmates were insane; all are at liberty during the day except two, who have quarters in a small out-building. One insane man was wearing a chain on his leg, to prevent his running away. The keeper said that the effects of increased liberty were good. The inmates appeared to be cleanly, well clothed, generally in good health and well cared for. The sexes are properly separated. The farm was in good condition, and promised to produce abundantly.

DEWITT.—*Visited June 14, 1888.* The buildings of this almshouse were in as good condition as such old and worn-out buildings would allow. The grounds were neatly kept. The walls of the rooms were clean, and the floors show repeated scrubbing. The bedsteads were supplied with new mattresses, and the bedding was good, clean and tidy. The sexes sleep in separate buildings. More room is needed for male inmates. A new kitchen stove should be provided, the old one is burnt out and unfit for use. There were nineteen inmates present; fourteen males and five females. All appeared to be cleanly, well clothed, well fed and in good health. There were no insane. The farm was in fine shape, with good prospects for an abundant crop. Hallville has two natural gas wells. Both were burning at time of visit.

DOUGLAS.—*Visited June 5, 1888.* The buildings of this almshouse were in good condition; all newly painted. The fence has also been painted since last visit. The grounds are neatly kept. The walls of the rooms were white and clean, and the floors well scrubbed. The beds and bedding were in good condition and

clean. There were ten inmates present; five males and five females. The inmates appeared to be moderately cleanly, fairly well clothed and well fed. The keeper said that they had a visit from the doctor only once in the last eight months, which shows that the health is generally good. There is no special accommodation for the insane. There was an old soldier at this place, at the date of last visit, who was blind, who has since received a back pension amounting to over ten thousand dollars, and is now on the rolls and receives a monthly allowance far in excess of living expenses. The farm is doing well; the receipts from sales of produce last year amounted to two thousand fifty-eight dollars and fifty cents, of which amount four hundred and fifty dollars was paid into the county treasury.

DUPAGE.—*Visited August 13, 1888.* This county has recently purchased a farm of one hundred and sixteen acres, one and half miles west of Naperville, for nine thousand dollars. The farm has a house, but it is not suitable for an almshouse. The county will take possession of the farm next March, but may probably erect suitable buildings before that time. Towns will send their poor to this almshouse, and each will pay the cost of maintenance for paupers sent, except for the insane, who will be a county charge. The insane are now cared for in the towns. One insane man is kept at Addison, in a room especially prepared for him in a barn, and one insane woman in the town of Lisle is boarded out. The county clerk states that both of these insane persons are well cared for.

EDGAR.—*Visited June 6, 1888.* Since last visit to this institution a two-story brick building, 40x28 feet, has been erected and fitted up for the insane. There are eleven cells and a central corridor, on each floor. The cells are each 6x7½ feet. The partitions between cells are of wood, and the ends of the cells next to the corridor are of iron bars. There is a privy seat in each cell which leads to a box placed below the first floor. These boxes are constantly throwing out a foul odor. Sewerage should be provided at once, and the use of the boxes discontinued. The coal and boiler-rooms are in the basement. The interior of this building seems to be well arranged, except that there are too many locks and bars, which give it the appearance of a jail or menagerie. The old building, which is occupied by the superintendent, is very much out of repair. The plastering needs attention, and painting would be a saving. The same may be said of all the other buildings, except the new one. The grounds are neatly kept. The rooms were generally clean and tidy. The beds and bedding were in good condition and neat. There were thirty-nine inmates present; eighteen males and twenty-one females. Nine of the inmates were insane, and eight of them were children. The inmates seem to be well cared for. They appear cleanly, well clothed, in good health, and have food of good quality in abundance. The sexes are properly classified. The insane are at liberty during the day, with a special attendant for each sex. The farm yielded poorly last year, but promises large crops this year.

EDWARDS.—Visited May 17, 1888. The main building of this almshouse was found to be in fair condition, except that some plastering repairs are needed. The grounds are kept clean and free from rubbish. The rooms were in excellent condition, the walls white, and the floors scrubbed and kept as clean as possible. The beds and bedding were good and clean. There were six inmates present; three males and three females. The inmates appeared to be cleanly, moderately well clothed, and in good health. The men sleep in rooms on the second floor, and the women occupy rooms on the first floor. The inmates seem to be well cared for. The farm is in fair condition, and the fences in good order, but the crops were poor last year, and the prospect for this year is not good.

EFFINGHAM.—Visited May 22, 1888. The building of this institution was in fair condition. The walls need whitewashing, and the woodwork needs paint. The rooms were in moderate condition; the floors were well scrubbed. No furniture, except bedsteads, and those would be better outside. They are old style wooden bedsteads, in which the bed-pest has been at home for years. The beds and bedding are poor, and should be renewed. Twelve inmates were present; five males, and seven females. The inmates were not remarkable for cleanliness; they were poorly clothed, but seemed to be in good health. The sexes are properly separated. There are no special accommodations for the insane. The keeper receives one dollar and a half a week for boarding and clothing each inmate, and pays two dollars and a half per acre for tillable land. The farm was in fair condition. The crops were poor last year, but the prospect is good for this year, except for wheat. The cost of maintenance at the almshouse for the year ending, September 1, 1887, was one thousand, nine hundred and nine dollars and forty-five cents, and the cost of outdoor relief two thousand, two hundred and thirty-four dollars and ninety-seven cents.

FAYETTE.—Visited May 23, 1888. The buildings are in bad condition; the plastering is off in many places in every room, the floors and stairways are worn-out, the walls and bedsteads are alive with vermin. The inmates are so tormented by the bed-pest, that they can not rest at night. At the time of this visit, the beds were removed from the bedsteads, and the inmates were vigorously engaged in cleaning the beds and bedsteads, and in slaying their enemies. The matron, who was general-in-chief in this attack on the vermin, declared positively that there were three car-loads of bed-bugs in the building. This is probably an extravagant statement; but it is excusable, as there is nothing so liable to disgust and throw a good housewife off her balance, as to be compelled to fight bed-bugs. One thing is certain, however, the bed-bugs "hold the fort." The buildings are not fit for use, and can not be made so, and the furniture is not worth saving. The best thing to do with the whole business would be to remove the *human* paupers and burn the rest with the building and furniture. The county is

able to erect suitable buildings for the poor, and the county authorities ought to have the humanity to do it. The rooms were kept as neatly as could be expected in such a rattle-trap of a building. The floors show repeated scrubbing. The beds and bedding are badly worn, and need renewing. The inmates appeared to be cleanly, poorly clad and in good health. They were provided with an abundance of good wholesome food. The sexes are properly separated. There were forty-one paupers present: seventeen males and twenty-four females. Three of the males were foreigners, one female was insane, five males and six females were idiots, one male was blind, three females were epileptics, and there were six boys and five girls. The number of inmates present April 1, 1887, was fifty-six; the number admitted during the year, forty-six; the number discharged was forty-two; and the number who have died was five; leaving fifty-five inmates present April 1, 1888. There seems to be a large increase of insanity in this county during the last three years. There were nine cases of insanity on the county court docket from April 1, 1887, to April 1, 1888. Eight were adjudged insane, and one an idiot. Three of the insane were detained in jail for several weeks, awaiting admission to a hospital.

FORD.—*Visited July 7, 1888.* This county has no almshouse. Each town cares for its own poor. The cost of out-door relief for the year ending July 1, 1888, was two thousand, two hundred and nineteen dollars and fifteen cents. The number of insane cases on the county court docket from April 1, 1887, to April 1, 1888, was eight. All were adjudged insane. Insanity seems to be on the increase in this county.

FRANKLIN.—*Visited May 4, 1888.* The buildings of this almshouse are in the worst possible condition. The dwelling of the keeper is ready to fall, and the other buildings are of the poorest character, and unfit for use. The rooms are kept in as good order as is possible, the floors are well scrubbed, and every care taken to keep them neat, but the wretched hovels are so rotten and worn, that it is impossible to make them tidy or comfortable. The pen occupied by the insane is filthy beyond description. Two men are confined in this pen, which reeks with such a stifling odor, that it is almost suffocating, and permeates the clothing of any who may chance to visit there. It is an abomination to keep such a place; a disgrace to civilization, and were the county authorities compelled to spend a short time within its walls, they would, if there was any life or humanity left in them, cause the loathsome pen to be abandoned and erect a decent place for the care of the unfortunate inmates. The county board determined two years ago to build an almshouse on a new site, but the present board, their successors, refused to carry out this wise and humane intention; and now it may be years before the paupers of this county are humanely cared for. There were eighteen inmates present at the time of this visit; seven males and eleven females. Four of the inmates were insane, three were idiots, two were blind, three were epileptics and three were children. The inmates appeared to be

generally cleanly, moderately clothed, and in good health. They are furnished with good, wholesome food. The sexes occupy separate shanties. As above stated, two insane men occupy a pen; one was lying on straw, partially covered by a blanket; and the other was doubled up in a corner, the perfect picture of filth and wretchedness. The keeper receives one dollar and seventy-five cents a week for feeding and has the use of the farm. The farm is a poor, miserable affair, the land is worn out and washed in gullies, and is not worth cultivating.

FULTON.—*Visited June 19, 1888.* Since last visit, a two-story frame addition to the wash-house has been erected. The lower room is used as a store-room, and the upper room for drying clothes. The buildings were found to be in only fair condition. General repairs and painting are needed. The grounds were neatly kept. The rooms occupied by females were clean and tidy. The rooms occupied by the men were not so neat. The beds and bedding in the rooms of the women were in good condition; clean and neatly arranged, but, the condition of the beds and bedding used by men might be much improved. The sexes are properly classified. There were fifty-five inmates present; twenty-eight males and twenty-seven females. Five of the inmates were insane, two were epileptics, and five were children. The appearance of the inmates as to cleanliness and health was good; they were moderately well clothed and supplied with an abundance of good plain food. The insane are not locked in, but have perfect liberty. The keeper said that the effects of increased liberty are good, and that some of the insane have been much improved. The farm yielded good crops last year, and the outlook for this year is splendid.

GALLATIN.—*Visited April 24, 1888.* This county does not own an almshouse. Paupers are sent to the farm of Mr. Leonard Edwards, at Omaha. Mr. Edwards receives one dollar and forty-nine cents a week for each inmate, and he agrees to provide food, clothing, medical attention, and also pay burial expenses (coffins not included). The farm was not visited, but it is stated by the county clerk that the buildings are in good condition, the rooms neat and tidy, and the beds and bedding good and clean. There were eleven inmates present; four males and seven females. Two of the inmates were children. The appearance of the inmates as to cleanliness, clothing, and general health was good. They are well fed, and the sexes have separate rooms. There is no special accommodation for the insane.

GREENE.—*Visited May 29, 1888.* Since last visit, a brick kitchen, 20x32 feet, with a tin roof, has been erected, near the centre of the south side of the main building, which is a great improvement over the old cellar kitchen. The condition of the building was good. The grounds were neatly kept. The walls of the rooms were white, and the floors show the effects of labor, soap, and water. The beds and bedding were in fair condition and neatly kept, except in the men's rooms. The inmates appeared to be

cleanly, fairly well clothed, and in good health. There were thirty-three present; fifteen males, and eighteen females. Two of the inmates were insane, five were idiots, one an epileptic, and nine were children. The keeper receives two dollars a week for boarding and clothing each inmate and pays five hundred dollars a year as rent for the farm.

GRUNDY.—*Visited August 28, 1888.* The buildings of this almshouse were in fair condition. The walls of the rooms were white and the floors were clean. The inmates appeared to be well cared for, cleanly, moderately well clothed, and in good health. The men sleep in the brick building, and the women sleep in the frame building. Twenty-four inmates were present; eighteen males and six females. Four of the inmates were insane, five were idiots, and two were epileptics. The keeper receives one dollar and eighty cents a week for feeding each inmate and pays two hundred dollars a year as rent of eighty acres of tillable land. Insanity seems to be increasing in this county. There were several cases in the county, at the time of the visit; but the relatives and friends of the insane dislike to bring them to a trial.

HAMILTON.—*Visited April 24, 1888.* The condition of the building occupied by paupers is much the same as at last visit except that it is more decayed. It is simply unfit for any one to live in; falling to pieces and impossible to keep warm in cold weather. The rooms were wretchedly dirty, and it is an impossibility to make them look clean or decent. The beds and bedding were poor and worn out. The bedsteads were of wood and densely populated. There were twenty-four inmates present; seven males and seventeen females. Two of the inmates were insane, one an idiot, one a deaf mute and eight were children. The inmates appeared to be mostly unwashed, poorly clothed, and several were suffering from chills and fever. The food was plain but good. The sexes were not properly separated; in some cases males and females occupied the same room. At the time of the visit water was scarce, and had to be hauled quite a distance. The insane are at liberty to go and come at pleasure. There is one insane woman who is disposed to strip herself, but this does not occur but about once a year. She is always at work; she was chopping wood at the time of the visit, and the keeper said that she gets through a great deal of work. One of the insane seems to have improved on increased liberty. The keeper receives fifty-four dollars and ninety-nine cents a year for feeding and clothing each inmate, and has the farm free of rent. The farm is well fenced, but the land is worn out. A poor man could not afford to own this place. The keeper rents the adjoining farm, which helps him to live.

HANCOCK.—*Visited June 21, 1888.* The buildings of this almshouse were found to be in excellent condition. The grounds were neatly kept. The rooms, except two rooms in the insane department, were clean and tidy. The beds and bedding were in good condition. The rooms in the insane department are occupied by filthy inmates and throw out a villainous odor. The inmates and

rooms need ventilation, and it would be wise to place the filthy ones in some outbuilding or have a special attendant to keep them in cleanly condition, for the odor will increase until it endangers the health of all who occupy rooms in the building. Twenty-five inmates were present; twelve males and thirteen females. Six of the inmates were insane, four were idiots, one a deaf mute, two epileptics and one child. The appearance of the inmates as to cleanliness was good, clothing moderate, all seemed to be in good health. They seem to be well cared for and are well fed. The insane are rarely taken out of the building; they have only the liberty of the corridor during the day. The farm is in a high state of cultivation, and the crops largely remunerative for the labor expended.

HARDIN.—*Visited April 25, 1888.* There has been no change in the buildings of this almshouse since last visit. The necessity for repair seems to be more urgent. The rooms are unplastered and can not be made comfortable in cold weather. The beds and bedding are poor. There were three inmates present; one male and two females. The two females were blind, and are the same persons who were present at last visit. The appearance of the inmates as to cleanliness was not commendable, their clothing was poor. They had plenty of plain food to eat and appeared to be in good health. The county clerk states that there is in this county a child, eight years of age, who has been adjudged insane, which the authorities have tried to get admitted into the hospital, but in vain. She was first adjudged to be feeble-minded, but he says that her actions unquestionably denote insanity. She is disposed to run away, is noisy and quarrelsome and tears round generally.

HENDERSON.—*Visited June 26, 1888.* This almshouse has poor buildings, which are getting worse every year. Since last visit a one story frame building 16x24 feet containing three rooms has been erected, which cost two hundred and fifty dollars, and dormer windows have been placed in the frame building. There were six inmates present; three males and three females. Two of the females were insane, and one of the males an idiot. The rooms occupied by the female inmates were in fair condition, but the men's room was in a disorderly condition and not clean. The beds and bedding were generally poor. The appearance of the inmates as to cleanliness and clothing was only moderate. The health was good. The food furnished was plain, but wholesome. The sexes were properly separated. The farm was doing well.

HENRY.—*Visited June 28, 1888.* Everything at this almshouse was found to be in excellent condition. Since last visit all the wood-work has been painted, both inside and outside, and the whole building has been newly roofed. The grounds in front are admirable; tastily arranged in walks and shrubs, and flowers of great variety in abundance. The rear grounds are always kept clean and free from rubbish. The rooms are well furnished and are models of cleanliness and neatness. The beds and bedding were in good condition; clean and tidily arranged. Eighty inmates

were present; fifty-two males and twenty-eight females. Twenty-four of the inmates were insane, two idiots, one blind, and fifteen were children. The appearance of the inmates in regard to cleanliness, clothing and health was good. The food furnished was excellent in quality, quantity and variety. The male inmates sleep in the north wing and the females in the south wing. Only one of the insane, a man, was locked up, and he was detained awaiting trial. This man was a Jew, and the first Jew the visitor ever saw in an almshouse, and he would not probably be here if his friends knew about it. The farm is doing well. No improvement could be suggested as to the management of this institution. It is the best arranged and most neatly kept almshouse in the State, and the inmates are better cared for and better governed than at any other of the county institutions, and the cost per capita is less than the average.

IROQUOIS.—*Visited July 6, 1888.* A frame building, one and a half stories, with an "L" for use as a laundry, has been erected since last visit. The building cost four hundred dollars. The buildings were generally in fair condition for old buildings. The rooms in the women's department were found to be clean and tidy, but the rooms occupied by the men were defective in that respect. The insane department might be much improved. The beds and bedding used by the women were in good condition and neatly kept. Those used by the men were not in as good condition, and did not have the appearance of cleanliness. Thirty-nine inmates were present; twenty-five males and fourteen females. Six of the inmates were insane, eight were idiots, one blind, two epileptics and five were children. The inmates appeared to be in good health and generally well cared for. The sexes were properly classified. The insane have the liberty of the airing-court during the day. It is stated that the county authorities contemplate the erection of a new jail and that in this jail provision will be made for the care of the insane. The farm is in excellent condition. Since last visit one hundred and sixty acres have been added, making three hundred and ninety acres in all. Fine prospect for crops.

JACKSON.—*Visited May 1, 1888.* The county spends very little money on this institution even for necessary repairs. The buildings are in poor condition and fast getting worse. The plastering is broken and falling off in many places. The rooms need scrubbing and whitewashing. The beds and bedding appeared to be moderately good. There were twenty-five inmates present; twelve males and thirteen females. Two of the inmates were insane, three were idiots, six were epileptics and three were children. The inmates appeared to be unwashed and poorly clothed, but in good health. The food furnished is good. The sexes are properly separated except those who occupy the rear building. In this building there are two insane women, one epileptic girl and two male idiots, who are also epileptics. The idiots are disgustingly filthy and the rooms are in the same condition. It is a shame

and should be a crime to keep the insane and epileptic girl in such quarters, and compel them to witness the fits of the others and live in such a foul and dirty place, with idiots who have no sense of shame. The farm was in good condition.

JASPER.—*Visited May 21, 1888.* The buildings of this almshouse were found to be in wretched condition. The main building is old; much decayed; the roof leaks and the floors are worn out. The walls and ceiling were black with smoke and dirt. The rooms were in bad condition and poorly furnished. The bedding was much worn and the bedsteads were decrepit and stocked with vermin. There were thirteen inmates present; five males and eight females. One of the inmates was insane, five were idiots, one an epileptic and five were under sixteen years of age. The inmates appeared to be moderately cleanly, poorly clothed and in good health. They were furnished with plenty of plain, wholesome food. The arrangement for the classification of the sexes is bad, and the propagation of paupers on the premises would not be surprising. A new building, large enough to provide for the keeper and inmates and so arranged as to provide properly for the classification of the sexes, should be erected. This farm is most emphatically a poor farm in every respect. The buildings are poor, the land is poor and the crops are poor and the keeper is poorly paid for keeping the inmates, and the farm scarcely pays for the labor expended.

JEFFERSON.—*Visited May 8, 1888.* Since last visit to this almshouse the old log cabins have been removed, and a two story brick building, 36x46 feet, has been erected. The lower floor of this building has two rooms of equal size in the centre and a hall with a stairway to the upper floor on each side of the central rooms, and on the opposite side of each hall there are two rooms of the same dimensions. The upper floor has similar divisions. The halls of the lower floor may be entered at each end from the outside or through the central rooms. The improvement is a good one, and the sexes may now be properly separated. The rooms were in good order, walls white and floors clean. There were forty-one inmates present; thirteen males and eighteen females. One of the inmates was insane, seven were idiots, six epileptics and thirteen were under sixteen years of age. The inmates appeared to be moderately cleanly, fairly well clothed and in good health. The food furnished was plain, but abundant. The county physician visits once in two weeks and when called for. The farm was in good condition and promised abundant crops.

JERSEY.—*Visited November 22, 1887.* The Assistant Secretary of the State Board of Charities, on being notified that the poorhouse of Jersey county had been destroyed by fire, went to the county farm, seven miles west of Jerseyville, to investigate the matter, and obtained information as follows: "On Saturday, November 19, 1887, about nine o'clock A. M., the superintendent, Mr. Charles Campbell, discovered fire next the flue, in the attic of the south part of the building. He made several attempts to extinguish the

fire with hand-grenades but the fire still raged and had made such rapid progress, and the wind blowing almost a hurricane, further attempts to save the building were abandoned. There was practically no water, the well and cistern were dry, and the water used for culinary and drinking purposes had to be carried by hand from a distance, and provided there had been an abundance of water there was no means of using it, and it is doubtful that the building could have been saved at all, even with an abundance of water and the best modern appliances for using it, as the wind was blowing with such violence all effort would have been in vain. Sparks were carried from the burning building and set fire to shocks of corn, more than half a mile distant. When the superintendent saw that there was no hope of saving the building he turned his attention to removing the inmates and to saving furniture. The wind was, fortunately, not blowing in the direction of a building called the asylum or insane department and the inmates were all safely housed therein. He was able, however, to save but little, even of his own furniture, for in about an hour from the discovery of the fire the building, furniture, and clothing of the inmates, (except that worn on the person) were totally destroyed." It is said that the building cost twenty thousand dollars, and that it was insured for five thousand dollars. Nearly all the walls were still standing, but they were so cracked and warped that they were dangerous and will have to be torn down. The building, at present occupied by the paupers, is a two-story brick and its dimensions 22x26 feet. There is but one room on the lower floor, which is now used as a kitchen, dining-room, sitting-room and in which eleven persons, male and female sleep. The upper floor is divided into a central hall with four cells on the west side and three cells on the east side. On this floor twenty-seven persons, male and female sleep. At night both floors are literally covered with sleepers. The superintendent sleeps in the barn, and his wife and children are with neighbors. The inmates seemed to be in excellent health, but may not long remain so in such a crowded condition. Unless more room is immediately provided and some attention paid to the proper classification of the sexes it will probably result in the propagation of disease and paupers. There were thirty-eight inmates present: twelve men, eleven women and eleven boys and four girls under sixteen years of age. One of the inmates was insane, four were feeble-minded, and one was blind. The number of children at this institution is alarming. The county authorities should at once find homes for them. No county can afford to demoralize and contaminate children in a poorhouse and allow them to grow up as paupers. The superintendent states that the county authorities contemplate the immediate erection of a frame building one and a half stories in height, of dimensions 36x18 feet, so as to relieve the crowded condition of the inmates. The county clerk was of the opinion that the county would not replace the destroyed building, but that the present farm would be sold and one purchased that would be more accessible than the present one.

JERSEY.—*Second visit May 28, 1888.* Since last visit, November 22, 1887, a cheap two-story frame building, 18x36 feet, has been erected. The lower floor has two rooms, with a stairway in each room, to the floor above, which also has two rooms. This building is weather-boarded with rough boards and lined with the same material. One end of the structure is occupied by the superintendent, and the other part by female paupers and children. The lower room occupied by paupers is 18x20 feet, and is used as a kitchen and dining-room. The upper room is used as a dormitory. The building occupied by males is a miserable affair. The lower room is used as a sitting-room and sleeping-room combined, and upstairs is a row of pens, on each side of a central passage way, which are occupied as sleeping rooms. There were thirty-three inmates present; eighteen males and fifteen females. One inmate was insane, four were idiots, one blind, one an epileptic, and ten were under sixteen years of age. The inmates appeared to be cleanly, moderately well clothed and in good health. The county physician visits only when called for. The question of re-building is unsettled. Some of the supervisors want to rebuild on the old location, while others favor building near Jerseyville. In the meantime the paupers, both male and female, are outrageously crowded. The females occupy a room 18x20 feet, in which nineteen persons have to sleep. The air in this room is foul, and passes through the same lungs again and again. Nothing but an emergency would justify the use of the miserable building which is occupied by males. More room must be provided soon or there will be an epidemic of sickness. Humanity calls for more room and better quarters. The farm is not in good condition. Crop prospects are poor.

JO DAVIESS.—*Visited August 24, 1888.* The grounds of this almshouse remain as nature left them. The fine forest trees afford a pleasant shade of which the inmates were availing themselves at the time of the visit. The old buildings are becoming much worn. The insane department was found to be in excellent condition. Since last visit the floors and stairways of the old building have been repaired and the wood-work of the insane department, including the floors, has been thoroughly painted. The walls of every room in the main building were white and clean and the floors show the effects of soap, water and muscle. The bedding was in good condition, clean and tidy. The inmates appeared to be cleanly, moderately well clothed, and the general health was good. The food furnished was abundant and of good quality. There were sixty-seven inmates present; forty males and twenty-seven females. Fourteen of the inmates were insane, two were idiots, one was blind, two epileptic and eight were under sixteen years of age. One of the inmates is a retired Methodist preacher, who spends his leisure in writing a book. Two of the inmates are ex-justices of the peace, and one was an acting justice of the peace. The law and the gospel, in these cases, do not seem to have been remunerative. All the insane are at liberty during the day and only

two are locked in at night. One idiotic boy is locked in a small pen in the airing-court belonging to the insane, on account of being filthy and indecent. The old insane department which is used for sleeping apartments should be abandoned, the odor of its former inhabitants is still a power which nothing can eradicate save the entire destruction of the woodwork. The farm has produced a good crop of hay, but the prospects for other crops are poor on account of the dry weather.

JOHNSON.—*Visited April 30, 1888.* Since last visit the double log cabin, which was reported as generally worthless, has been abandoned and a frame building 23x19 feet has been erected at a cost of two hundred dollars. The sides of this building are of oak lumber, sheathed with paper board. This building has but one room, but there is a slat partition across the north end of the room, which encloses a small space that is occupied by the insane. The keeper said: "The building is warm, and comfortably heated in the winter." The inmates must be crowded in such a small space, as all the paupers stay in the same room. When the keeper was asked as to the separation of the sexes he replied: "There is only one man here, but they have had separate rooms all winter." There were eight inmates present; three males and five females. Three of them were insane, one an idiot, one an epileptic and two were under sixteen years of age. The appearance of the inmates as to cleanliness and clothing was moderate. They appeared to be healthy, and were furnished with plenty of good food. The farm was about an average as to condition, good fences and fair crops.

KANE.—BELLEVIEV PLACE, BATAVIA.—*Visited August 13, 1888.* This is a private hospital for the insane of which Dr. R. J. Patterson is proprietor and superintendent. The building was found to be in excellent condition. The grounds were tastily arranged in walks, drives and lawns, and pleasantly shaded with evergreens and elms. A large green-house affords a profusion of flowers the year round. The rooms were in excellent condition; the walls and ceilings were elegantly papered, and the first and second stories were neatly furnished and carpeted. The corridor and rooms on the third floor were neatly kept, considering the class of patients kept there. The whole institution shows good management. The patients seem to be well and tenderly cared for and the whole place has a pleasant, home-like appearance. An adjoining residence is sometimes used for convalescents. There were twenty-seven female insane inmates present at the time of the visit. There were twenty-five inmates present April 1, 1887, twenty-eight admitted, and twenty-nine discharged during the year, leaving twenty-four present April 1, 1888.

KANE.—*Visited August 13, 1888.* On the 11th day of January, 1887, the main building of this almshouse and all the furniture and bedding contained therein were destroyed by fire. The walls were but little damaged, and the county commenced the work of

rebuilding at once, and the work was completed in the fall of the same year. An addition of stone, three stories in height, 40x40 feet, adjoining the rear of the main building, was erected at the same time. Since last visits, a brick laundry building has also been erected, fire-escapes have been placed at the rear of the main building, with connections on each floor, and water is supplied on the two first floors by a wind pump. The buildings were all found to be in excellent condition. The grounds were neatly kept. The rooms, being all new, except in the insane department, which was erected some four years ago, but still have the appearance of being new, were found to be in the very best condition. The bedding is mostly new, in excellent condition, clean, neat and tidy. The general appearance of the inmates was good in every respect, and they seem to have the best of care. The sexes are properly separated, the males sleep in the third and fourth stories of the north end of the main building, and the females in the same stories of the south end. The county physician visits the institution three times each week, and oftener when necessary. Each sex of the insane has a special attendant. All the insane, except the violent and filthy, are at liberty during the day. The keeper stated that the effects of increased liberty for the insane was good. Some have improved and one has recovered and gone home to work. This institution has accommodations for forty insane. At the time of the visit there were eighty inmates present; thirty-eight males and forty-two females. Forty of the inmates were insane, two were idiots, one was blind, one an epileptic, and two were under sixteen years of age. Eighteen of the insane were locked in room and corridors. The farm prospects for the year, in consequence of dry weather, were poor.

KANKAKEE.—*Visited September 4, 1888.* The towns of this county support their own poor. The town of Kankakee owns an almshouse to which the other towns have the privilege of sending paupers. The amount charged for keeping the town poor is three dollars a week, for county poor, three dollars and fifty cents a week, and for the insane five dollars a week. The total amount paid by towns for the support of the poor could not be ascertained. The cost of out-door relief to the town of Kankakee was three thousand four hundred and seventy-five dollars and thirty-eight cents. The buildings of this almshouse were in fair repair, but old and much worn. The grounds were tidily kept. The walls of the rooms were white, and the floors clean. The beds were in good condition, clean and neat. There were twenty-one inmates present; eight males and thirteen females. Twelve of the inmates were insane; one was deaf and dumb and blind, and one was an epileptic. Seven of the insane were locked in rooms. The inmates appeared to be cleanly, moderately well clothed and in good health. The food furnished was good and abundant. The sexes have separate rooms. The town physician visits the institution only when called for. The farm is doing well this year; good farm crops and an abundant of vegetables.

KENDALL.—*Visited August 30, 1888.* This county has no almshouse. Each town cares for its own poor. The amount paid for the support of paupers in the different towns could not be ascertained, as no report is made to the county clerk.

KNOX.—*Visited June 25, 1888.* This almshouse is well conducted and always found to be in excellent condition in every respect. Since last visit a smoke-house, meat-house, and more stable room have been constructed, which cost six hundred dollars, and the buildings have been generally repaired and painted. The buildings were found to be in the very best condition. The front yard is tastily arranged with shrubbery and flowering-plants. The rooms were neat, clean and well furnished; nearly all the rooms were carpeted. The beds and bedding were good, clean and tidy. There were ninety inmates present: fifty-four males and thirty-six females. Eight of the inmates were insane, ten were idiots, one a deaf mute, five were blind, two were epileptics and fourteen were under sixteen years of age. One of the insane, said to be dangerous, was locked in his room. The general appearance of the inmates as to cleanliness, clothing and health was good. The food furnished was good and abundant. The sexes occupy separate wings. The county physician visits the institution when called for. All the insane, except one man, have liberty during the day. The keeper says that increased liberty has a good effect. One of the insane has improved mentally and physically. The farm promises good crops.

LAKE.—*Visited Augst 17, 1888.* There were thirty-four inmates present at this almshouse; ten males and twenty-four females. Four of the inmates were insane, two were idiots, one was blind and one an epileptic. The inmates appeared to be cleanly, moderately well clothed, and generally in good health. The food furnished seemed to be satisfactory. Since last visit a granary and wagon-house have been erected, which cost three hundred dollars, one hundred and fifty gravestones have been purchased and placed in the cemetery, and all the wood work of the house and farm buildings has been repainted. The new building for the insane is in good condition. The rooms of the old building are hard to keep in condition; the floors and stairways are worn out and the plastering is off in many places. The old insane department was in wretched condition and is a disgrace to the county. One man without a thread of clothing was found lying upon some dirty straw in one of the cells of this abomination, partially covered by a filthy looking blanket. The beds and bedding used in the old main building were in fair condition, and those in the new building were in good condition. The grounds are neatly kept. The county should abandon the use of the old buildings and build anew. The stock of the farm is well housed and provided for, and it is high time that the county should turn a little of its attention to the comfort of its paupers, who are mostly old and infirm. The new building is difficult to keep warm in cold

weather, and the inmates nearly freeze at times. There is a bath tub on the premises but it has no water connections, and is rarely used. The farm promises abundant crops.

LA SALLE.—*Visited August 28, 1888.* The buildings of this institution were found to be in excellent condition. The grounds were neatly kept in front and rear. The walls of the rooms were white and the floors were remarkable for cleanliness. The beds and bedding were generally in good condition, clean and tidy. The floors of the cells in the basement have been laid in tile, which are easily kept clean, but basement rooms, especially with tile floors, must be very uncomfortable: they can not be properly ventilated, have poor light and must be detrimental to health. Rooms for the insane should be provided upstairs. There were one hundred and six inmates present; sixty-six males and forty females. Thirty-three of the inmates were insane, two were idiots, one a deaf-mute, five were epileptics and one was under sixteen years of age. Twenty-three of the insane were locked in cells. The inmates appeared to be cleanly, moderately well clothed and generally in good health. The keeper of this almshouse stated that the class of patients recently returned from the state hospitals are generally violent, filthy and otherwise troublesome, and that the county can not provide attendants to care for them, consequently they have to be closely confined in cells, where the violent become more violent and the filthy more filthy. The keeper says that increased liberty has a good effect on the insane. Some of them who were formerly locked up are working on the farm. The farm produces abundant crops.

LAWRENCE.—*Visited May 18, 1888.* Since last visit the buildings of this almshouse have been much improved in appearance by the use of whitewash. A new well has been constructed, which provides an abundance of water. The grounds are kept tidy. The walls of the rooms were newly whitewashed, and the floors show frequent scrubbing. The beds and bedding were in good condition—neat and clean. There were thirteen inmates present; five males and eight females. One of the inmates was an idiot and three were epileptics. There were two persons adjudged insane during the year; both were returned to their homes and recovered while awaiting admission to the hospital for the insane. Another person adjudged insane since April 1, 1888, has also recovered while awaiting admission to the hospital. The farm, with favorable weather, will produce largely this year.

LEE.—*Visited August 14, 1888.* There has been no change in the condition of this almshouse since last visit. The rooms were found to be in good condition and cleanly kept. The beds and bedding were clean and in good order. There were twenty-one inmates present: nine males and twelve females. Ten of the inmates were insane, two were idiots and two were epileptics. The general appearance of the inmates as to cleanliness, clothing and health was good, and the food furnished was good and abundant. The sexes occupy separate rooms in the main building. The in-

sane have the freedom of the corridor and airing-court during the day. The keeper regards increased liberty for the insane as highly beneficial. One of the insane has returned home much improved. The farm is doing well.

LIVINGSTON.—*Visited September 5, 1888.* There were twenty-six inmates present at the time of this visit; eighteen were males and eight were females. Six of the inmates were insane, one was an epileptic and one under sixteen years of age. The inmates appeared to be cleanly and moderately well clothed and were generally in good health. The sexes have separate rooms in the different buildings. The county physicians visit the paupers once each week, and oftener when needed. Two of the insane were locked up with the privilege of a small airing-court. The buildings are old, much worn and badly arranged. The walls of the rooms were white, but the floors might be much improved by a vigorous application of soap and water. The beds and bedding were in good condition, clean and tidy. The farm prospects were good.

LOGAN.—*Visited June 15, 1888.* All the buildings of this institution, except the hospital, were found to be in good condition. The grounds in front, consisting of a lawn with plenty of shade trees, were in excellent order, and the rear grounds were neatly kept. The rooms of the main building and the insane department show constant care. The beds and bedding in use by females were good and tidily kept, but that used by the males does not receive the same attention. The building called the hospital was in poor condition; the walls were dark with smoke and the floors were not as clean as they should be. The floor of the sitting-room is of brick, which, by use, is constantly causing dust and dirt, which is carried to the floors of the bed-rooms. The brick floor should be replaced by a floor of wood, which would make the rooms comfortable and homelike. There were forty inmates present; twenty-seven males and thirteen females. Four of the inmates were insane, seven were idiots, two were epileptics and eight were under sixteen years of age. The appearance of the inmates as to cleanliness, clothing and general health was good. The dietary was good and abundant. The county physician visits the inmates once each week, and oftener when needed. The farm outlook for the year was good.

MACON.—*Visited June 8, 1888.* The almshouse building of this county was found to be in good condition. The grounds were neatly kept. The rooms were all in good condition, except those occupied by the male paupers and the insane. The beds and bedding were good and clean. There were forty-two inmates present; twenty-six males and sixteen females. Six of the inmates were insane, three were idiots, one a deaf mute, one blind, two were epileptics, and seven were under sixteen years of age. The inmates were cleanly, well clothed and appeared to be enjoying good health. The food furnished was good and abundant. The county physician visits the institution once each week, and when called for. The insane are at liberty during the day. The keeper

is of the opinion that increased liberty is beneficial for the insane. He states that one case, returned from the hospital as incurable, has recovered and gone home. The farm is doing well, good crops of all kinds are expected this year.

MACOUPIN.—*Visited May 10, 1888.* There were forty-two inmates present at this establishment; twenty-six males and sixteen females. Four of the inmates were insane, two were idiots, one was blind and seven were under sixteen years of age. The inmates appeared to be moderately cleanly and fairly well dressed. They seem to be in the enjoyment of health, and to be well fed. The brick building was found to be in good condition, but the frame building was much worn. The grounds in front were neatly kept. The rooms occupied by the females and by the insane were in excellent condition, but the rooms of the frame building, which were occupied by males, were in considerable disorder. The floors and stairways are worn out and the wood-work is a harbor for vermin, which will ultimately stock the whole establishment. This frame building is nothing but a fire trap, and may some day cause the destruction of the whole institution. It should be removed. The beds and bedding in the rooms of the brick building were good and neatly kept. Since last visit a one story frame with one room, has been placed in the rear, at a little distance from the main building, which is to be occupied by filthy paupers. The out-house occupied by a filthy idiot was in a bad and malodorous condition. The county physician visits the almshouse once each week and oftener when needed. The farm was in good condition and promised abundant crops.

MADISON.—*Visited May 9, 1888.* Since last visit a one story brick building 48x32 feet has been erected for the occupancy of insane. The structure contains a corridor on each side, and fronting on each corridor are six cells, leaving a space in the centre of the building for a heater. The cost of the building and some other improvements was three thousand dollars. A kitchen-range has been purchased at a cost of one hundred and ninety dollars. Iron bedsteads with wire mattresses, and excelsior mattresses, and bed clothing have been purchased. Water is supplied to all parts of the premises by a wind pump, and the whole institution has been improved by repairs and paint. The grounds were neatly kept, the floors of the rooms were clean and preparations were being made for whitewashing the walls and ceilings. The beds and bedding were nearly all new and clean. There were fifty inmates present: thirty-nine males and eleven females. Eight of the paupers were insane, four were blind, and three were epileptics. Four of the insane were locked in cells. The inmates appeared to be cleanly, tolerably well clothed and generally in good health. The county authorities having heretofore been niggardly in their expenditures for the maintenance of paupers at this almshouse, and having been severely criticised by the state board of charities and by the prominent newspapers of St. Louis and Edwardsville for their parsimony in this direction, have concluded it best to im-

prove matters generally, and in addition to general repairs to the buildings and the purchase of new furniture, have turned their attention to the dietary of the inmates. The former keeper contracted with the county to take charge of the buildings, furniture, beds and bedding, and return them at the expiration of the contract in the same condition as received, and at his own expense to furnish the necessary beds and bedding, and feed and clothe the inmates, and give the institution and inmates competent superintendence, care and attention, for the sum of fourteen cents a day, for each inmate. The present keeper has a more favorable contract, but he is not likely soon to retire in affluence on account of the profits, nor are the paupers likely to be pampered or become dispeptic on account of the richness and variety of the food furnished. He receives fifteen cents a day for giving the inmates and institution competent supervision and for feeding each inmate. The following is a copy of the bill of fare which the keeper is under contract to provide:

BILL OF FARE.

Monday, Wednesday and Friday.

Breakfast—Hash and bread. Coffee or tea with sugar or milk.

Dinner—Corn beef, kraut or cabbage, or hominy and bread.

Supper—Dried or green apples and bread. Coffee or tea with sugar or milk.

Tuesday, Thursday and Saturday.

Breakfast—Bacon or pork. Bread. Coffee or tea with sugar or milk.

Dinner—Soup, beef, potatoes and bread.

Supper—Corn bread with molasses. Coffee or tea with sugar or milk.

Sunday.

Breakfast—Bread with butter. Coffee or tea with sugar or milk.

Dinner—Roast beef, mashed potatoes with gravy.

Supper—Mush and milk.

Those inmates dangerously sick shall, upon the written order of the county physician, receive a special diet that may consist of either eggs, milk, rice, prunes or good soup.

The number of inmates is being rapidly reduced by death; forty inmates died during the year ending April 1, 1888. The county physician makes regular visits to the institution every alternate day, and as often as necessary. The insane are at liberty in the airing-courts during the day. The cost of maintenance at the almshouse for the year ending September 1, 1887, was three thousand six hundred and sixty-two dollars and nineteen cents, and the average number of inmates was about seventy, which makes the per capita cost forty-six dollars and sixty cents, an amount which is excessively low, and which reflects no credit on the county authorities.

MARION. Visited May 15, 1888. Since last visit the buildings of this almshouse have been under-pinned with brick, a cistern has been constructed, a force pump and fifty feet of hose have been purchased, two rooms have been added to the wing occupied by females, and one room to the wing occupied by males, and forty acres of additional land have been purchased. The land cost

nine hundred dollars. The buildings were found to be in good condition and the grounds neatly kept. The floors of the rooms show repeated scrubbing. The beds and bedding were in good condition and clean. There were forty-four inmates present; twenty-nine males and fifteen females. Two of the inmates were insane, seven were idiots, two were blind, two were epileptics and fifteen were under sixteen years of age. The appearance of the inmates as to cleanliness, clothing and general health was good, and the food furnished was good and abundant. The county physician visits the institution only when called for. There were fifteen children present at the time of the visit. The keeper stated that homes are found for them as fast as possible, but the supply exceeds the demand. The farm has not produced well for years past.

MARSHALL.—Visited July 3, 1888. The buildings of this almshouse were in good repair. The front yard is arranged in flower beds, which add much to the beauty of the place. The walls of the rooms were clean and white, and the floors were as clean as possible. The beds and bedding were good, clean and neatly arranged. There were nineteen inmates present; ten males and nine females. Three of the inmates were insane, four were idiots, one a deaf mute, one was blind, one an epileptic, and one under sixteen years of age. The appearance of the inmates as to cleanliness, clothing and general health, was good. The food furnished was good farm-house fare. The males sleep in the detached building, south, and the females in rooms on the second floor of the main building. The rooms occupied by males in the insane department were clean and neatly kept, yet there is an abominable odor in one of the cells, which was formerly occupied by an insane man. The county has no regularly employed physician. The insane are at liberty to go where they please during the day. The keeper says that this increased liberty is proving beneficial. One has improved much both mentally and physically. The farm was in good condition. Good crops were obtained last year, and this year promises abundantly.

MASON.—Visited June 12, 1888. The buildings of this institution have been recently painted inside and outside and were looking well. There were twenty-four inmates present; seventeen males and seven females. One of the inmates was insane, four were idiots, one was blind, one was an epileptic, and four were under sixteen years of age. The inmates appeared to be moderately cleanly, reasonably well clothed and generally in the enjoyment of good health. The food furnished was plain, but abundant. The rooms were in good condition, and the beds and bedding were good and tidy in the women's department. The sexes occupy separate rooms in the different buildings. The county physician visits the institution only when called. The farm was in good condition and crop prospects were good.

MASSAC.—*Visited April 26, 1888.* The buildings of this almshouse were found to be in fair condition. The building occupied by paupers needs attention; the rooms need painting and whitewashing. The beds and bedding in use were in fair order, but there is some old bedding on hand which is unfit for use and should be destroyed. There were only two inmates, both females, present. One of them was insane and the other was an idiot. The number of inmates at this almshouse has been greatly reduced by death; eight inmates died during the year ending April 1, 1888. The farm was in good condition and yields fair returns.

MCDONOUGH.—*Visited June 25, 1888.* Since last visit to this institution the roof has been repaired, but it still leaks. The heating apparatus has proved to be inadequate. Last winter the west wing was partitioned off and left unoccupied and unheated, so that the remainder might be kept comfortable. The water bowls in some of the water closets were broken and are of no use. The rooms were generally in excellent order and the beds and bedding clean and tidy. There were twenty-six inmates present; sixteen males and ten females. One of the inmates was insane, four were idiots, one a deaf mute, one was blind and six were epileptics. The inmates appeared to be cleanly, moderately well clothed and generally in good health. The sexes are properly separated. The county physician visits once each month and when called. The insane person, a woman, is at liberty during the day, and the superintendent stated that through increased liberty she has become more cleanly and is less troublesome than sometime ago. The farm was in good order and the prospect for abundant crops was never better.

MCHENRY.—*Visited August 29, 1888.* Since the last visit to this almshouse several improvements have been made; fire-escapes, with connections on each floor, have been constructed at each end of the building; the barn has been removed from the front of the main building, to a more convenient site, northwest, and has been enlarged, and a basement added; a tool-house and buggy-shed have also been constructed, adjoining the barn, and the plumbing and sewerage of the main building, which were found defective, have been improved. The main building was found to be in poor condition, for a new building. The plastering has fallen off in many places in the different rooms and there are many defects which show hasty and cheap construction. There is one grave defect in the plan of this building. No provision has been made for the proper separation of the sexes. There is only one stairway, which is used in common by both sexes and there is no partition separating the rooms occupied by males from those occupied by females, and considering the character of some of the inmates, it would not be a surprise if paupers were propagated on the premises, even while the superintendent may be using his utmost endeavors to prevent such results. This is a matter that should have prompt attention. A small building for the occupancy of three or four filthy inmates, should be erected at a distance from the main building, or

a special attendant should be provided to keep the filthy in cleanly condition. Keeping such inmates, without special care, in the main building, creates a stench that will be impossible to dislodge and will increase with age and the odor will pervade the entire building and endanger the health of the other inmates. It would add to the safety of the building and the inmates, were the boiler removed from the basement and placed in a suitable, separate building. The rooms were found to be clean and neatly kept. The bedding was in good condition and clean, but the mattresses seemed to be in reduced circumstances and needed refilling. The inmates were cleanly, moderately well clothed and were generally in good health. The food furnished was of good quality and abundant. The average number of inmates for last year was forty-two. The per capita expense eighty cents per week or forty-one dollars and sixty cents per year. This is a very low per capita, but the maintenance of the inmates comes largely from the products of the farm, the value of which does not enter into the estimate above given. The cost of maintenance at the almshouse is paid by the towns *pro rata*, according to the number of inmates. The cost of out-door relief paid by towns, including the expenses at the almshouse, was four thousand two hundred seventy-six dollars and forty-eight cents. This institution was visited in company with Dr. E. V. Anderson, the county physician, who furnished the conveyance gratuitously.

MCLEAN.—Visited July 5, 1888. Since last visit to this almshouse the partitions in the basement of the main building have been removed, and a partition placed across the middle, making two large rooms, which have been fitted up for dining-rooms; fire escapes have been erected at each end of the building; the water closets have been arranged so that they are flushed automatically; the two-story frame shop has been plastered, and has now two large rooms up stairs, which are used as sleeping-rooms, and two rooms below; one of them a sitting-room, and the other a sleeping-room, a frame building for use as a meat-house; also a frame building for use as a slaughter-house and work-shop have been erected. The main building was in good condition. The rooms were generally clean and tidy. The beds and bedding were good and neatly kept. The store room was well filled with bedding and clothing. There were eighty-seven inmates present; fifty-two males and thirty-five females. Eighteen of the inmates were insane, one an idiot, three were blind, three were epileptics, and eight were children, under sixteen years of age. Two of the insane were locked in rooms. The appearance of the inmates as to cleanliness, clothing, and general health was good. The food furnished is good and abundant. The sexes are properly separated. All the insane, except two, are at liberty during the day. The keeper said that the results of increased liberty are good; the patients seem to be more quiet and sleep better at night. The farm is in splendid condition, and promises abundantly. Eighty acres of additional land have been purchased.

MENARD.—*Visited June 11, 1888.* The buildings of this almshouse were found to be in moderate condition. The plastering is cracking in several places and needs attention, and the wood-work needs paint. The rooms were in good condition except those occupied by some old men. The insane department was much out of order. The beds and bedding, in rooms occupied by females, were good and clean, but the bedding used by males was, in most cases, badly worn and discolored. There were twenty-seven inmates present; eighteen males and nine females. Three of the inmates were insane, one was an idiot, one an epileptic and three were children. Two of the insane were locked in rooms. The inmates appeared to be moderately cleanly, reasonably well clothed and generally in good health. The sexes have separate rooms in different parts of the buildings. The farm was in fair condition and promised well.

MERCER.—*Visited June 27, 1888.* The condition of this almshouse is much the same as at last visit, except that time is constantly making its mark and the buildings are becoming more worthless. There were twenty-nine inmates present; twenty males and nine females. Four of the paupers were insane, two were idiots, two were blind, three were epileptics and six were children. The inmates seemed to be moderately cleanly, fairly well clothed, and generally in good health. The dietary was farm house fare. The sexes occupy separate rooms in different parts of the building. The rooms were as clean as the condition of the buildings would allow; the floors are worn out and the plastering is off in many places. The beds and bedding in the rooms occupied by females were in moderate condition, but were old and worn, in the rooms occupied by the men. Something should be done for the comfort of the inmates. It is impossible to heat the rooms comfortably in cold weather, and the inmates suffer with cold. The use of the buildings should cease, and a new building more suitable for the purpose should be erected. The farm was in excellent condition and good crops are promised the present year. This institution is nearly self-supporting. The cost of maintenance last year, aside from the products of the farm, was only four hundred and sixty-seven dollars and ninety-two cents.

MONROE.—*Visited May 7, 1888.* Since last visited a two story brick addition with a tin roof has been erected at the northeast corner of the main building. The addition has three rooms on each floor: dining room, kitchen and waiting-room below, and sleeping-rooms upstairs. A bake oven is to be erected in the rear and a cistern constructed. One part of the old brick building in the rear will be used as a wash-house, and the other room is for the occupancy of those having contagious diseases. The main building will be repaired generally. The floors of the rooms were clean and the beds and bedding in the main building moderately good and clean. The rooms in the rear building were not clean and the bedding was much worn and dark in color. The appearance of inmates as to cleanliness and clothing might be much im-

proved. There were thirteen inmates present; nine males and four females. One of the inmates was insane and an epileptic, one was an idiot, one was blind and two were children. The county physician, in addition to giving medical attendance, keeps the poor-house records and acts as an overseer. There is no farm attached to this institution, a small plat of ground is used as a garden, but the fence is poor and the soil so worn out that it is not remunerative.

MONTGOMERY.—*Visited May 24, 1888.* The main building of this almshouse was found to be in fair condition and neatly kept, but the plastering is off in some places. The building occupied by females needs general repairs and painting. The rooms are neatly kept and the floors well scrubbed. The beds and bedding were in fair condition. The old wooden bedsteads are still in use, but the keeper said that they were nearly free from vermin. One of the rooms in the building occupied by females throws out a very offensive odor; nearly every known remedy has been tried to destroy it but it seems to increase in power and pungency. It is supposed that some filthy insane patient occupied the room some years ago. The keeper stated that a larger sitting room is needed for the male inmates. During the winter, when the almshouse is crowded, the present sitting room is not large enough to allow all the male inmates to be seated. There were twenty inmates present at this visit; thirteen males and seven females. Seven of the inmates were insane, six were idiots and one was an epileptic. The appearance of the inmates as to cleanliness, clothing and general health was good, and the food furnished them was good as to quality and quantity. The sexes sleep in separate buildings. The county physician visits the paupers once each week and oftener when necessary. With the exception of wheat, the farm was a failure last year. Prospects were good for this year.

MORGAN.—*Visited June 1, 1888.* The buildings of this almshouse were found to be in excellent repair. The grounds are neatly kept; the front yard contained a profusion of flowers and shrubbery. The rooms were well furnished; the walls white and the floors well scrubbed. Some rooms in the basement are occupied as sleeping rooms, which should be abandoned. The walls are damp and the floors are rotting out, and can not but be an unhealthy place to sleep. Other sleeping apartments should be provided. The number of inmates present was ninety-four; fifty-eight males and thirty-six females. Thirty-six of the inmates were insane, three were idiots, two were blind, one an epileptic and four were children. One of the insane was wearing restraint and three were locked in rooms. The inmates appeared to be cleanly, well clothed and generally in good health. The food furnished seemed to be satisfactory. The sexes are properly separated. The county physician makes weekly visits and oftener when needed. There is a special attendant for each sex of the insane. Nearly all the insane are at liberty during the day; some are locked up to prevent them from straying. The keeper said that the insane

improve with increased liberty. He named one female who was returned from the hospital as incurable, who had recovered and been discharged from the almshouse. The farm was in a good state of cultivation and produced good crops last year, and promises abundantly the present year.

MOULTRIE.—*Visited June 5, 1888.* The buildings of this almshouse which are occupied by paupers are in wretched condition, and not fit for occupancy. The best that could be done with the buildings would be to abandon them to the vermin which have taken possession, or burn them. The rooms are miserable holes, plastering off and generally worthless. The furniture has no value. The beds and bedding were moderately good in the women's rooms, but poor in the rooms of the men. There were thirteen inmates present: six males and seven females. One of the inmates was insane, one an idiot, one a deaf-mute, one was blind, one an epileptic, and four were under sixteen years of age. Soap and water, properly applied, would improve the appearance of the inmates. They were poorly clothed, but seemed to be in good health. The sexes occupy sleeping apartments in separate buildings. This county farm has a good barn for the care of stock, but a miserable hovel for the care of paupers. The inference to be drawn from this state of facts is that the county cares more for its stock than it does for its paupers. Humanity and decency dictate better provision for the paupers, and the county authorities will not have performed their whole duty until their paupers are properly housed. The farm was in fair condition, and the outlook for abundant crops was good.

OGLE.—*Visited August 15, 1888.* Since last visit a bake-oven has been erected at a cost of two hundred and fifty dollars. There were forty-seven inmates present; twenty-seven males and twenty females. Thirteen of the inmates were insane, one was a deaf-mute, one blind, two were epileptics and one under sixteen years of age. One of the insane was locked up. The appearance of the inmates as to cleanliness, clothing and general health was good. The food furnished was good and ample. The buildings were in first-class condition. The front grounds are tastily arranged in flower-beds and lawn and all neatly kept. The rooms were as clean and tidy as possible. The beds and bedding could not be improved in regard to condition, cleanliness and neatness. The sexes were properly separated. The county physician visits the paupers when called. The insane are at liberty during the day. The keeper stated that increased liberty was beneficial to the insane and that it improves them in every respect. He said that a woman who was returned from Elgin as chronic insane was keeping house for her husband, and that an insane man has so improved that he has left and is at work on a farm. The farm is in a high state of cultivation and never promised better crops.

PEORIA.—*Visited June 18, 1888.* The buildings of this almshouse were found to be in excellent condition, and the grounds were neatly

kept. The rooms were generally clean and tidy, especially those occupied by females; the rooms occupied by men were not so tidy, but better than the average. The beds and bedding were in good condition, clean and neatly kept. There were some wooden bedsteads, which although new, were infested by the bed-pest. There were one hundred and sixty-nine inmates present; eighty-two males and eighty-seven females. Forty-seven of the inmates were insane, six were idiots, two were blind, six were epileptics and fourteen were children. One of the insane was wearing restraint and six were locked in rooms. The inmates appeared to be cleanly, well clothed and generally in good health. The dietary was satisfactory. The county physician visits the institution regularly twice each week, and as often as necessary. A large portion of the insane are at liberty during the day. The keeper said that increased liberty is beneficial to the insane, and that several of them have improved. The farm was in very good condition with a fair prospect of an abundant crop.

PERRY.—Visited May 2, 1888. The building was found to be in good condition externally. The grounds were kept free of rubbish. The floors of the rooms were clean, but the walls needed whitewashing. The beds and bedding were in fair condition. The bedsteads are old wooden affairs which are a harbor for vermin, and behind the base-boards of the rooms the bed-bugs are numerous. The old wooden bedsteads should be destroyed and iron, bed-bug proof, bedsteads should be substituted. There were fifteen inmates present; nine males and six females. One of the inmates was blind and four were children. The inmates appeared to be cleanly, fairly well clothed and generally in good health, and the food furnished appeared to be good in quality and ample in quantity. The present keeper stated that when he first took possession nearly all of the inmates were lousy, but that now he does not believe one of the pests could be found. Inmates before admission are required to strip and take a bath and while they are bathing their clothing is boiled so that the lives of the vermin are ended at once, and great care is taken to exterminate all that may remain on the person. The farm was in fair condition, and promised good crops.

PIATT.—Visited June 8, 1888. There were twelve inmates at this almshouse, when visited; eight of them were males and four were females. One of the inmates was an idiot and two were children. The inmates appeared to be cleanly in person, reasonably well clothed and generally in good health. The food furnished was good and plenty. The building was in first class condition, and the grounds neatly kept. The rooms were in excellent order. The beds and bed-clothing were in good condition, clean and tidy. The county physician visits the paupers only when notified. The farm was in a good state of cultivation, and abundant crops were looked for.

PIKE.—Visited May 31, 1888. In company with Hon. W. A. Grimshaw. Since last visit a two-story brick building 22x40 feet

has been erected for the use of the insane. The first floor has a hallway six feet wide, with a stairway at the north end of the building. A hallway five and one-half feet wide runs through the centre from north to south, with four rooms on the east side, each 8x8½ feet, and three rooms of the same size and a space for a stove on the west side. The second floor has similar divisions. A tin roof has been placed on the old building. The old buildings were in fair condition. The grounds on every side were arrayed with flowers in great profusion and variety. The rooms were well and neatly kept. The beds and bedding were in good condition, clean and tidy. There were forty-two inmates present: eighteen males and twenty-four females. Fourteen of the inmates were insane, six were idiots, two were blind, three were epileptics and four were children. One of the insane was locked up. The inmates appeared to be cleanly in person, well clothed and generally in good health, and they were bountifully supplied with good wholesome food. The sexes have separate rooms in the old building and in the new. The county physician visits the institution once each week and oftener when needed. The institution and inmates seem to be well cared for. The farm and garden were in good condition and produce bountifully. The county, prior to the year 1885, paid for keeping inmates at the county farm by the week, but since that time the county has paid the superintendent a salary, and all expenses for maintenance. The cost of maintenance under the old system for the year 1883 was seven thousand six hundred and forty-nine dollars and fifty-five cents, and for the year 1884 was six thousand nine hundred and fifty-eight dollars and sixty-one cents, but for the year 1885 it was three thousand one hundred and thirteen dollars, for the year 1886 it was two thousand nine hundred and nineteen dollars and forty-seven cents, and for the year 1887 the cost was three thousand and seventy-eight dollars and thirty-four cents, which shows that the cost of maintenance of about the same number of inmates under the new system was less than one-half the amount paid during the contract system, and the institution and inmates are much better cared for.

POPE.—Visited April 25, 1888. This county does not own an almshouse, but has contracted with Mr. William Qualls, of Rose Bud, for the keeping of its paupers at the rate of six dollars and ninety-five cents a month for each inmate. The place was not visited, but the visitor was assured that the paupers had good quarters and were well cared for. The buildings occupied by paupers are board cabins, lined and ceiled with the same material. The rooms were clean and the beds and bedding in moderate condition. There were fifteen inmates present: six males and nine females. Two of the inmates were idiots, one a deaf mute and six were children. The appearance of the inmates as to cleanliness and clothing was moderate and they were generally in good health.

PULASKI.—Visited April 27, 1888. Since last visit to this almshouse the roof of the main building has been renewed, otherwise

the building remains in the same condition as at last report. General repairs are needed. The rooms were in poor condition, especially those occupied by the insane. The beds and bedding were old and worn. There were ten inmates present; seven males and three females. Two of the inmates were insane, two were idiots, two were epileptics and two were children. Two of the insane were locked in rooms. Some of the inmates appeared to be cleanly but most of them might be much improved by soap and water vigorously applied. Their clothing was poor, and general health good. The food was plain but abundant. The sexes sleep in separate rooms. One of the inmates is an idiot boy of about twelve years of age, who can not speak, was found on the river-bank near Grand Chain. It is supposed that he was sent from some other county, or state in order to get rid of him. The farm is in bad condition, land worn out, crops poor, hardly pays to work it.

PUTNAM.—*Visited July 3, 1888.* At the time of the last visit to this almshouse there was only one inmate present, but the number present at this visit was five; all men. One of the inmates was an idiot. The appearance of the inmates as to cleanliness, clothing and general health was good, and the food furnished them was wholesome and abundant. The buildings were kept in good repair. The rooms, beds and bedding were clean and tidy. The inmates seem to be well cared for. The farm promises fairly this year.

RANDOLPH.—*Visited May 3, 1888.* The buildings of this almshouse remain nearly the same as at last visit, except that, as the years roll by, they are becoming more decayed. The rooms were in much better condition than at the previous visit; the floors show repeated scrubbing and the windows were clean. This is especially the case with the building for the insane, the reception room of which was very neat and contained quite an array of beautiful flowers. The beds and bedding were generally in fair condition and neatly kept. The number of inmates present was thirty; twenty-one males and nine females. Six of the inmates were insane, three were idiots, two were deaf-mutes, one an epileptic and three were children. Two of the insane were locked in rooms. The inmates appeared to be cleanly, reasonably well clothed and generally in good health. The sexes are not as well separated as they should be. There is no partition fence dividing the grounds of the males from those of the females and there is constant danger of illicit intercourse. The county physician visits the paupers once a week and as often as called for. The sales from the farm last year amounted to four hundred and twenty-three dollars and ninety cents.

RICHLAND.—*Visited May 18, 1888.* The buildings of this almshouse are old and out of repair, and should be torn down or destroyed in some way. The grounds were in fair condition. The rooms were in poor condition; they were poorly furnished and the plastering refuses to stay on the walls and ceilings. The beds and

bedding were in poor condition. There were seven inmates present; three males and four females. One of the inmates was an idiot and one was an epileptic. The inmates appeared to be moderately cleanly, poorly clothed and generally in good health. The food furnished was plain, but abundant. The farm was in good condition. The county should erect new buildings, the present ones are unfit for occupancy.

ROCK ISLAND. Visited June 28, 1888. The old buildings of this almshouse are much worn and hard to keep in condition. The new buildings were in good order. The grounds were kept clean and the front yards were arranged in flower beds. The rooms were neat and clean, except in the insane department, the cells of which are kept as clean as the filthy occupants would admit. Since last visit a portico has been placed on the east and west sides of the brick building. The store-room, bakery and flour-rooms have been grouted and made rat-proof, fire-escapes have been placed at different points on the building, new floors have been laid in the men's sitting room, a steam pump has been placed in the boiler room. A well sixty feet deep, four and a half feet deep in diameter, has been constructed, and the superintendent's house has been thoroughly repainted and the rooms papered. The beds and bedding were generally in good condition and neatly kept. There were one hundred inmates present; fifty-nine males, and forty-one females. Twenty-three of the inmates were insane, nine were idiots, three were blind, ten were epileptics and two were children. Ten of the insane were locked in rooms. The appearance of the inmates as to cleanliness was moderate, their clothing was good and they were generally in good health. The food furnished was good, wholesome and abundant. A colored woman, an inmate, claims to be over one hundred years of age. She said that she was thirteen years old at the time of the revolutionary war. The county physician visits the institution once each week and when called for. The insane have special attendants, one for each sex. The keeper said that increased liberty was good for the insane. Two of them have been much improved, one of them works on the farm and makes a good hand. The superintendent complains about the troublesome patients which are returned from the hospital. One, a woman, is noisy, filthy and otherwise a great care. The farm was in a high state of cultivation. Crops last year were only medium but as good as the average in the neighborhood. Prospects for present year were good.

SALINE. Visited April 28, 1888. This county owns a farm, but it is rented, and the keeping of paupers is let to the lowest bidder. Mr. Josiah Gold, who has had charge of the paupers for several years past and cares for them on his own premises, is still the contractor, and receives ninety dollars a year for feeding and clothing each inmate, and for furnishing medical attention and defraying burial expenses. The buildings were found to be in moderate condition. The rooms needed painting and whitewashing, and the floors would look much better after a scrubbing.

The beds and bedding were in fair condition, but only moderately clean and tidy. There were twenty-three inmates present; seven males and sixteen females. Five of the inmates were idiots, three were epileptics and four were children. The appearance of the inmates as to cleanliness was good, and they were reasonably well clothed. Four of the inmates were sick in bed at the time of the visit. The sexes occupy separate rooms. This county is badly in debt, and is about two years in arrears on account of current expenses, with no money in the treasury. County orders are selling at sixty cents to seventy-five cents on the dollar.

SANGAMON.—Visited July 19, 1888. Since last visit new floors have been laid in part of the basement. A well has been constructed, which, with a wind pump, supplies water to every part of the house. The privy seats in the insane department are flushed with water, and a sewer has been constructed. It is expected that the building will be heated the coming winter by steam. The building was in good condition. The grounds were neatly kept. The rooms were neat and tidy, but there was a lack of furniture. The beds and bedding were in good condition and were clean and tidy. There were seventy-seven inmates present: forty-seven males and thirty females. Thirty-four of the inmates were insane, four were idiots, one was deaf and dumb and blind, ten were epileptics and one was a child. Five of the insane were locked in rooms. The inmates appeared to be cleanly in their persons, fairly well clothed, and generally in good health. The food furnished was plain but wholesome and abundant. The males have sleeping rooms in the east wing, and the females occupy the west wing. The county physician visits the institution twice each week and oftener when needed. Nearly all the insane are at liberty during the day. The keeper said that the more liberty the insane have the better they get along. One man has improved and gone home. One female had greatly improved and was sent home but she has been returned on account of a relapse. Several of the insane sleep in the basement which is so damp as to be totally unfit for the purpose. Rooms should be provided for them up stairs. The farm has sixty acres in grass, forty acres in corn, seventeen acres in oats, and about ten acres in garden. All were doing well and promised abundant crops.

SCHUYLER.—Visited June 19, 1888. There were thirty-three inmates present at this almshouse; twelve were males and twenty-one were females. Five of the inmates were insane, four were idiots, one was an epileptic and nine were children. The appearance of the inmates in relation to cleanliness was good, they were reasonably well clothed and they were generally in good health. The food furnished was good and ample. The male inmates sleep in the insane department and the females in the main building. The buildings seem to be well cared for and the grounds were in good condition. The rooms occupied by female inmates were clean and tidy but the board partitions were said to be alive with vermin, and the paupers cruelly tortured. The vermin harbors should be

removed and partitions of lath and plaster should take their places. The rooms occupied by men are not so neatly kept. The county physician does not make regular visits. The farm was in good condition and produces abundantly.

SCOTT.—*Visited May 29, 1888.* This county pays the keeper of its almshouse thirty-five cents a day for each invalid, and twenty-four cents a day each for all other paupers. The building needed general repairs and painting. The grounds were moderately clean and free from rubbish. The rooms were clean, the walls and ceilings recently whitewashed, and the floors show daily care. The beds and bedding in use by females were clean and in fair condition, but that in use by the men could and should be improved. The appearance of the inmates as to clothing was poor. They appeared to be cleanly in their persons and generally in good health. The food furnished seemed to give satisfaction. There were fifteen inmates present; eleven males and four females. Two of the inmates were insane, two were idiots, one an epileptic and one under sixteen years of age. Since last visit the northwest room on the main floor has been divided by board and slat partitions, making three parts, and the room below in the basement has been similarly partitioned, and the brick floor has been replaced by wood. The county physician makes monthly visits, and oftener when needed. The farm was in a fair state of cultivation, and the prospects were good for an abundant crop.

SHELBY.—*Visited June 4, 1888.* Since last visit a two-story brick building, 54x28 feet, has been erected at the northwest corner of the main building. The first floor is used as a kitchen and dining-room and the second floor has twelve sleeping rooms; six on each side of a central corridor. This building is a great improvement, more especially the dining-room and kitchen, which were greatly needed. The buildings generally were in good condition. The rooms were neat and clean, especially in the new part. The beds and bedding were neat and tidy. The number of inmates present was thirty-seven; sixteen males and twenty-one females. Eight of the inmates were insane, seven were idiots, one a deaf mute, three were blind, two were epileptics and six were children. One of the insane was locked up to prevent running away. The appearance of the inmates as to cleanliness was good; they were reasonably well clothed, and the general health was good. The food furnished was satisfactory, both as to quality and quantity. The sexes have separate apartments. The county physician does not make regular visits. The keeper is of the opinion that increased liberty to the insane is a great advantage for them; they improve mentally and physically. One of the men has improved wonderfully; he works on the farm and is quite a valuable help. The farm is in a good state of cultivation and good crops are expected the present year.

STARK.—*Visited June 29, 1888.* The old almshouse building was destroyed by fire December 6, 1886. The fire commenced in the roof and caught through a chimney which was burning out.

Nearly everything was lost. A frame building, two stories above the basement, with nearly the same number of rooms as the old building, has been erected on the old site, and the foundation, which is of brick, is of the same dimensions as before. The interior arrangements afford more convenience than the old one did. It is heated comfortably by steam. When the old building was destroyed, the superintendent moved to Toulon and took the paupers with him, where they remained until September, 1887, when they took possession of the new building, which had just been completed. The building is finished and painted in the Queen Ann style and presents a very tasty appearance. There were fifteen inmates present; seven males and eight females. One of the inmates was an idiot, two were epileptics and three were children. The appearance of the inmates as to cleanliness, clothing and general health was good. The food furnished was satisfactory. The sexes sleep in separate stories. The beds and bedding, in new rooms, were in admirable condition and the inmates seemed to have the best of care. The county physician does not make regular visits. The farm is in good cultivation and the prospect for an abundant crop is good.

ST. CLAIR.—*Visited May 5, 1888.* The buildings of this institution were generally in good repair. The grounds were found to be in their usual good order. The walls of the rooms of the main building have been neatly painted and the floors show the results of frequent scrubbing. There were one hundred and twenty inmates present: seventy-seven males and forty-three females. Nineteen of the inmates were insane, one was a deaf mute, two were blind, six were epileptics and two were children. The inmates appeared to be cleanly in their persons, and reasonably well clothed. The food furnished was good and abundant. The health of those, not sick when brought here, was good. This institution may be regarded as more of an infirmary than an almshouse, as most of the inmates are sick when brought here, and the population is constantly changing. All inmates who are not confined to their beds are required to bathe every Saturday. It was bathing day when this visit was made, and an insane woman was trying to hide to evade it, but the attendant discovered her in one of the cells, and she went unwillingly to the bath-tub and to a change of clothing. There are two physicians, one of them is in constant attendance. Nearly all the insane are at liberty during the day. Most of the insane have been returned from the state hospital in exchange for recent cases. Two of the insane are detained awaiting admission to the hospital. The farm and garden were doing well.

STEPHENSON.—*Visited August 22, 1888.* The buildings of this institution were found to be in excellent condition. The grounds were kept in the very best order; the front yard was tastily arranged in a lawn, flowers, shrubs, evergreen and deciduous trees, and the rear grounds did not show the least disorder, with one exception, viz.: one of the loose planks, laid to cross a road,

did not appear to have been scrubbed that morning. The walls of the rooms were snowy white, the floors showed frequent scrubbings, and the furniture was good, and no disorder was allowed. The beds and bedding were in good condition and as clean and tidy as possible. Since last visit, new floors have been placed in the men's sitting-room, and a new drain and cess-pool have been constructed; made necessary by the refusal of a neighbor to allow the sewage to empty into a small stream, which passed through his farm. There were forty-two inmates present; twenty-seven males, and fifteen females. Eleven of the inmates were insane, two were idiots, one a deaf mute, one was blind, two were epileptics, and two were children. The appearance of the inmates as to cleanliness, clothing and general health was good, and the food furnished was abundant and of good quality. The sexes were properly separated. The county physician calls once each week, and as often as necessary. The insane are all at liberty during the day. The superintendent stated that, as a rule, he has quit locking up the insane during the day, and that after a little personal attention to new-comers he allows them their liberty, and he was confident that this increased liberty was beneficial. Children are kept here but a short time. They are immediately sent to the Aurora Orphans' Home, at Aurora, where homes are found for them with little delay. This institution is always found clean and neat in every department, whether occupied by the paupers or the live stock on the farm. Although the buildings are old, they are so cleansed and kept in repair in the interior, that everything has the appearance of being new. The farm was under a good state of cultivation, and promised immense crops. The garden produced abundantly. The keeper took a great deal of pride in his cabbage patch, and facetiously remarked that he expected to make about ten barrels of kraut for use in case of sickness.

TAZEWELL.—*Visited June 30, 1888.* The buildings of this almshouse are very much in need of repairs. The floors, stairways and doors are badly worn and the plastering is off in many places. The rooms were generally dilapidated, but were as clean as could be made. The bugs have possession of the walls and furniture. The superintendent said that there were bushels of them, and that all hands were almost constantly employed in efforts at their extermination, but it seemed to be a hopeless task. The bedding is much worn and most of it needs renewing; that of the female department is kept clean and neat, but that in the men's rooms looked dark and dingy. There were sixty-six inmates present: forty-five males and twenty-one females. Three of the inmates were insane, one was an idiot, two were blind, three were epileptics and three were children. The inmates appeared to be moderately clean and moderately well clothed, and they were generally in good health. The food furnished was good. The males sleep in the insane department and the females in the east wing of the main building. The county physician visits the paupers once each week and when called for. The farm was in good condition and promised abundant crops.

UNION.—*Visited April 20, 1888.* The buildings of this almshouse are kept in fair repair. The grounds are kept clean and in fair order. The rooms were poorly furnished, and might be much improved in several respects. The beds and bedding were clean. Some trouble with the bed-pest. There were twelve inmates present; four males and six females. Five of the inmates were idiots, one was an epileptic, and two were children. The inmates appeared to be cleanly and reasonably well clothed, and all were in good health except one, a consumptive. The food furnished was good farm-house fare. The sexes occupy separate buildings. All the inmates, who are able, are required to work. There were five of them at work in the field at the time of this visit. The farm was in fair condition and its products nearly sustain the almshouse.

VERMILION.—*Visited June 7, 1888.* Since last visit two old frame buildings, which had ceased to be useful, have been removed, and a two-story brick structure 60x32 feet has been erected on the site. The first floor of the building contains a kitchen, pantry and a large dining-room. The second story has a central hall, with two rooms of equal size on each side. The building is heated by a furnace and the cost complete was about three thousand dollars. The buildings were all in good condition, except an old frame, used as a laundry. The rooms were generally clean and tidy. The insane department, which is a model of neatness, is in charge of an attendant. The small frame building, which is next north of the insane department, is occupied by females, and there seemed to be a wrangle among them as to who should keep the rooms clean, and, as a consequence, the rooms and bedding were found in an untidy condition. The beds and bedding generally were in good condition, clean and tidy. There were thirty-seven inmates present; sixteen males and twenty-one females. Three of the inmates were insane, three were idiots, one was a deaf-mute, two were blind, one was an epileptic and six were children. The appearance of the inmates as to cleanliness, clothing and general health was good, and the food furnished was of good quality and abundant. The county physician visits the paupers weekly and as often as needed. The insane have a special attendant and are at liberty during the day. The increased liberty has had a good effect. Some have improved, and one, who was returned from the hospital, seems to be recovering. Good crops were raised on the farm last year and the farm promises abundantly the present year.

WABASH.—*Visited May 6, 1888.* The buildings of this almshouse, when new, did not amount to much, and as they become older they are scarcely fit for use. The rooms were not in good condition, the plastering is off in many places, and it is difficult to keep the rooms in order; but they might be much improved. The beds and bedding were only in moderate condition. There were eleven inmates present; nine males and two females. One of the inmates was insane, one was an idiot, and two were epileptics. The inmates were not remarkable for cleanliness, their clothing

was poor, but they seemed to be in the enjoyment of health. The sexes occupied separate rooms. The county physician visits the paupers only when called. The keeper receives one dollar a week for each inmate and has the farm free of rent.

WARREN.—Visited June 26, 1888. When the visitor went to this almshouse he hoped to see a new building with all the modern improvements, but the same old rookery was painfully prominent. Since last visit a new roof has been placed on the main building, and eight new chimneys have been erected. The rooms were found to be neatly kept and the floors were as clean as possible. The whole of the main building shows great care and attention, and the building for the insane is also neat and clean. The sleeping-rooms in the attic of the main building are distressingly hot in warm weather and extremely cold in the winter. The beds and bedding were in good condition, neat and tidy, except in the insane department, which is occupied by the disorderly insane and idiots. The inmates appeared to be cleanly, moderately well clothed and generally in good health. The food furnished was farm-house fare. The sexes occupied separate rooms in the different buildings. The number of inmates present was twenty-three; seventeen were males and six were females. Four of the inmates were insane, four were idiots, two were blind, two were epileptics and one was under sixteen years of age. The county physician makes no visits except when called. The keeper stated that increased liberty had a beneficial effect on the insane. One of the insane had improved so that he makes a good hand on the farm. The farm was in a high state of cultivation. Good crops last year and a splendid prospect for the present year.

WASHINGTON.—Visited May 8, 1888. The keeper of this almshouse receives one dollar and twenty-five cents a week for the care of each pauper, which includes food, washing and mending, and has forty acres of the farm free of rent. The building was found to be in excellent condition and the grounds were neatly kept. The walls and floors of the rooms were clean, and the beds and bedding were in good condition and clean and tidy. There were eight inmates present; three males and five females. Two of the inmates were insane and one was blind. The inmates appeared to be cleanly in their persons, fairly well clothed and in good health. The food furnished seemed to be satisfactory. The males had rooms on the first floor and the females occupied rooms upstairs.

WAYNE.—Visited May 15, 1888. The main building of this almshouse shows the effects of age, and needs replastering and painting. The rooms were in poor condition, but were neatly kept under the circumstances. The beds and bedding were poor and only moderately clean. Since last visit a one-story frame building, 16x18 feet, with an iron roof, has been erected for the use of the insane. The building contains six cells, and each cell has a privy seat, with buckets below. The building was poorly heated by a stove in the center. The cost was about one thousand dollars. There were thirty-two inmates present; fifteen males and seventeen

females. Three of the inmates were insane, one was an idiot, three were blind and twelve were children. The inmates appeared to be moderately cleanly, poorly clothed and in good health. The county physician visits the paupers only when called. The keeper stated that one of the insane inmates had recovered and gone home. The farm was in fair condition, but in consequence of the drouth the outlook for a crop was poor.

WHITE.—*Visited April 23, 1888.* The keeper of this almshouse receives fourteen and a half cents a day for feeding and clothing each inmate and has the farm free of rent. The building was found to be in fair condition. The rooms were clean. The beds and bedding were worn out. The bedsteads were old style wooden frames, which afford a refuge for vermin. There were twenty-five inmates present; twelve males and thirteen females. One of the inmates was insane, two were idiots, one an epileptic and ten were children. The appearance of the inmates as to cleanliness was good, their clothing moderate and the general health fair. Some of the children were down with the measles. The males sleep in the first story and the females in the second story. The county physician only calls when sent for. The farm is emphatically a poor farm and makes poor returns.

WHITESIDE—*Visited August 14, 1888.* The buildings of this almshouse were in first class condition. The grounds were neatly kept; the lawn was in splendid condition and showed constant care. The rooms were clean and neatly kept. The beds and bedding were in good condition, clean and tidy. There were forty-seven inmates present: twenty-three males and twenty-four females. Nineteen of the inmates were insane, four were idiots, one was blind, nine were epileptics and six were children. Six of the insane were locked in rooms. The appearance of the inmates as to cleanliness, clothing and general health was good, and the food furnished them was wholesome and abundant. The males occupy the west wing and the females the east wing. The county physician makes no regular calls. As a rule the insane are at liberty during the day. The superintendent stated that several of the insane have much improved since being allowed their liberty. One of them returned from Elgin as chronic some four months previously, has recovered so far as to be now on the pay roll of the institution. The superintendent also stated that the insane patients returned from the hospitals were, as a general thing, the worst class of patients: violent, troublesome and filthy. The farm is doing well. Good crops of hay and oats have been gathered, and a large crop of corn is promised.

WILL.—*Visited August 27, 1888.* Since last visit an ice-house, cistern and large water tank have been constructed. The tank is enclosed to keep out the frost and is supplied by a wind pump. Under the tank is a space for ice, and below the ice space is a room for hanging meat. The tank furnishes water to the lower parts of each building. Two additional bath tubs have been purchased and placed with hot and cold water connections. The

laundry has also been connected with hot water and steam. The buildings were generally in good condition. The grounds were neatly kept. The flowering plants, when visited, were in full bloom and added much to the beauty of the grounds and were much appreciated by the inmates. The walls of the rooms were white and the floors show frequent cleaning. The beds and bedding were in good condition and clean and tidy. There were sixty-one inmates present; forty-one males and twenty females. Sixteen of the inmates were insane, six were idiots, one was deaf and dumb and blind, two were blind, three were epileptics and one under sixteen years of age. Two of the insane were locked in rooms. The inmates appeared to be cleanly, reasonably well clothed, and generally in good health. The food furnished was satisfactory. The male inmates occupy rooms up-stairs in the west building and on first floor in the east building. Some of the females sleep in the old frame building and some on the second floor in the east building. All but two of the insane, who were recently returned from the hospital, and are troublesome, are at liberty during the day. The farm is doing well, good crops of small grain and vegetables and everything promises well.

WILLIAMSON.—*Visited May 1, 1888.* The keeper of this almshouse receives one dollar a week for boarding each inmate and has the farm free of rent. The buildings were in poor condition and needed general repairs and painting. The rooms are as neatly kept as the crowded condition and the state of the buildings would allow. The beds and bedding were clean and in good condition. The inmates appeared to be moderately cleanly, reasonably well clothed and in good health. They were supplied with plenty of plain food. The number present was thirty; thirteen males and seventeen females. Three of the inmates were insane, two were idiots, one was blind, three were epileptics and sixteen were children. The county should provide homes for the children without delay. Children reared in almshouses generally remain paupers after they mature. Farming for profit is a failure at this place.

WINNEBAGO.—*Visited August 22, 1888.* This almshouse is a good and convenient building, and was found to be in excellent condition. The grounds were neatly kept. The rooms still have the appearance of newness, and show the best of care. All the inmates have excellent quarters, which were clean and neatly kept. The female inmates have a very comfortable sitting room, which had a large table covered with flowering plants. The beds and bedding were in the best of order. The appearance of the inmates as to cleanliness, clothing and general health, was good. Plenty of good, plain food is furnished. The number present was forty-eight; of whom twenty-eight were males and twenty were females. Fourteen of the inmates were insane, four were idiots, one was blind, three were epileptics, and one, a colored boy, under sixteen years of age. The county physician visits the institution only when called for. All of the insane, except five, are free to go and come at pleasure, during the day. The keeper stated that increased liberty to the

insane has proved beneficial; several of the inmates have been greatly improved. The farm is doing well this year and promises splendid crops.

WOODFORD.—*Visited July 2, 1888.* The buildings of this almshouse were in good condition except that the roof on the main building leaks, near the chimneys. The old brick floor still remains in the basement. The grounds were neatly kept. The rooms were newly whitewashed and were clean and tidy. The inside walls of the insane department have been whitewashed and bed-bugs were not quite so numerous, but there were plenty of them left to make it lively for the inmates during the night. The insane department is imperfectly heated, and the inmates suffer with cold in the winter. The beds and bedding in the rooms occupied by females were in good condition and neatly kept, but the bedding used by the men was in an untidy condition. Since last visit, a brick smoke-house, 14 x 20 feet, has been erected, which cost about two hundred and seventy-five dollars. There were thirty inmates present; twenty males and ten females. Two of the inmates were insane, two were idiots, three were blind and one was an epileptic. The appearance of the inmates as to cleanliness, clothing and general health was good. The table is furnished with good farm-house fare. The county physician visits the institution once each week and whenever needed. An insane man, returned from the hospital as a chronic case, has improved much since his return, and at the time of the visit was at work on the farm. The farm was in fair condition, and the prospects for an abundant crop this year were good.

TRAINING SCHOOLS.

ILLINOIS INDUSTRIAL SCHOOL FOR GIRLS, SOUTH EVANSTON.—*Visited August 10, 1888.* Since last visit to this institution city water has been introduced and a system of sewerage constructed, which work well, and are appreciated as great conveniences. Fire escapes have also been erected. The adjoining cottage has been rented, and is used for school-rooms and dormitories. The main building is very much out of repair; the floors and stairways are worn out, and unless the building is soon thoroughly repaired, it will have to be abandoned. The institution is as well and neatly kept as the condition of the building will allow. It is well and comfortably heated, and has plenty of ventilation. There were one hundred inmates present; some of them are dependent children and others have been committed by the courts. There were one hundred and four inmates present October 1, 1886, and sixty-six were admitted or returned during the year, thirty-four were placed in homes,

twenty-five returned to parents, seven attained majority and four were discharged, leaving one hundred inmates present October 1, 1887. The inmates appeared to be cleanly and well clothed. No corporal punishment is allowed except such as a kind mother would inflict upon a refractory child. Some of the disobedient older ones are locked in rooms. The inmates are occupied in sewing, cooking and in dormitory and general house-work, and are taught reading, writing, arithmetic, geography, language lessons, U. S. history and vocal music. Chapel exercises are held twice each day, prayer meetings twice each week and Sunday school and church services every Sabbath. About twelve children ran away during the year, but all have returned except three. The children can escape if they wish, as there is no high fence and the gate is left open, and they have the run of the grounds. A new building is needed. The present property is rented, and not at all suitable for the purpose.

ST. MARY'S TRAINING SCHOOL, FEEHANVILLE, COOK COUNTY.
Visited August 31, 1888. The buildings of this institution were found to be in fair condition. The grounds were neatly arranged in lawn and flowers. The walls and ceilings of all the rooms have been recently calcined, and all appear to be clean and neat. The beds and bedding are in fair condition; clean and in good order. There were three hundred boys present. All appeared to be cleanly, moderately well clothed, and in excellent health. There were two hundred and thirty-seven inmates present January 1, 1887, and one hundred and eighty admitted during the year. One hundred and seventy-four were taken home by parents, or homes found for them; and one died, leaving two hundred and forty-two inmates January 1, 1888. Since last visit a two-story frame building, 80x32 feet, has been erected, and the old laundry has been remodeled, so that the entire length is 117 feet. The building has been arranged for shops for chair-caning, knitting, shoemaking, carpentry, blacksmithing, steamfitting, printing and tailoring. There are three shops on the first floor, and one room, 80x32 feet, on second floor. A washer, wringer and mangle, all operated by steam, have been purchased. An artesian well has been constructed, which throws water nearly thirty feet, and the supply is ample for the wants of the institution. The water is so cold that ice is unnecessary. The main building of this institution, which will be four stories in height, will be erected next year. The capacity of the whole institution, when completed, will be one thousand. The county pays an average of eight dollars and thirty-three cents per month for each boy committed, provided that the number shall not exceed one hundred. In addition to the amount received from the county, the institution is supported by the diocese of Chicago, under Archbishop Feehan, and by individual contributions, and a large part of the support comes from the farm; such as vegetables, in great variety and quantity, milk in abundance, and a large portion of the meat.

HOUSE OF THE GOOD SHEPHERD, CORNER OF NORTH MARKET AND HILL STREETS, CHICAGO.—*Visited August 24, 1888.* This is a Roman Catholic institution, which is supported by contributions. Its objects are the reformation of erring women, a home for unprotected girls and an industrial school. Dependent and vicious girls have been committed, by order of court, to the custody of a corporation known as the Chicago Industrial School. This school, having no local habitation, has transferred the girls committed to it to the care of the St. Joseph's Home and to the House of the Good Shepherd. At the time of this visit one hundred and ninety-seven girls—committed by order of the court—were present in this institution. One hundred and eighty-two were present April 1, 1887, and fifty were committed during the year. Twenty-two were placed in homes, two attained majority, two left without permission and three died, leaving two hundred and three girls present April 1, 1888. The inmates appeared to be cleanly in person, moderately well clothed and in the enjoyment of good health. This institution has several departments, so that the classification may be made. The recently admitted are not allowed to associate with the older inmates until the Sisters are satisfied as to the character of each, when they are distributed to the department best suited to their condition. Great care is taken to keep the vicious in a class by themselves so that they can not contaminate the better class. The inmates seem to be well governed. They are taught the English branches, house-work, sewing, embroidery and the various industries to which females are accustomed. One of the older inmates was engaged at the shoe-bench, making slippers. Chapel services are held twice each day. The inside wood-work of the building needs painting and the ceilings and walls would be improved by calcimining.

ILLINOIS INDUSTRIAL SCHOOL FOR BOYS, NORWOOD PARK, COOK COUNTY.—*Visited August 31, 1888.* This school was instituted for the purpose of furnishing a home and school to which boys having no proper parental or other control might be committed, by order of a court of record or by the consent of their parents who are unable to control them. The buildings occupied by the institution are rented. The main building is a three story frame, above the basement, and contains twenty-six rooms and two central halls. The school-room building is a separate frame building, two stories in height, which contains three rooms. The grounds in front of the main building have shrubbery, evergreens, flower beds and gravel walks. The rooms were in good condition; the walls white and floors clean. The beds and bedding were good, neat and clean. There were one hundred and ten boys present, who appeared to be cleanly, well clothed and in the enjoyment of good health. The number admitted from June 30, 1887, to June 30, 1888, was one hundred and forty-one from counties and twenty-two boarders. The number placed in homes fifty-six. One was sent to the reform school, leaving one hundred and six boys remaining June 30, 1888. At the time of the visit the school was

in session and the boys sang several of their beautiful songs for the entertainment of the visitor. The teachers seemed to have the affections of the children and were doing good work. The boys presented bright, happy faces and while singing every voice seemed to be employed. The present quarters of the institution are regarded as only temporary. A large hearted, charitable gentleman has offered to donate a farm of three hundred and twenty acres, near Glenwood, for the school, provided that the citizens of Chicago, Illinois, would contribute one hundred thousand dollars for the erection of suitable buildings.

CHAPTER VIII.

THE COUNTY JAILS.

ADAMS.—Visited June 22, 1888. This jail was found to be in good condition as to cleanliness. The south corridor is lighted by the sun a portion of the day, but in the north corridor the light is poor, and the central corridor is so dark that artificial light is in constant use. The jail is well heated, but the ventilation is bad. There is no library but the prisoners are furnished with a reasonable supply of books and papers. Disorderly prisoners are punished by being locked in cells. The Y. M. C. A. hold services in the jail every Sunday. There have been no escapes. The jailor said: "I don't know of any improvements we need, unless we can get a new jail." A basement jail is an abomination.

QUINCY CITY WORKHOUSE.—Visited June 22, 1888. There has been no change made either in the construction or the conveniences at this institution since last visit. This badly adapted building was found to be as clean as can be made. The floor is of cobblestones covered with cement originally, but the cement is worn off and the floor has the appearance of being very dirty. The building is well lighted, comfortably heated and has fair ventilation. The men were employed in excavating and breaking stone, and the women do house-work, and some were breaking stone at the time of the visit. The number of prisoners present April 1, 1887, was seven, and the number committed during the year two hundred and ten; the number discharged during the same period, one hundred and ninety-four, and the number remaining April 1, 1888, twenty-three. The accounts of this institution show for the year 1887, a net profit of twenty-six dollars and eighteen cents. W. A. McConnell is the superintendent. The following is the report, in part, of the inspectors to the city council of the city of Quincy: "We would respectfully call the attention of your honorable body to the following facts: The two small cell rooms (the only avail-

able rooms for all our male prisoners), now used, are dark, damp, and poorly constructed, endangering the life and health of our prisoners. We have been compelled to keep a great number of prisoners congregated in those two small rooms, making it impossible to keep the prisoners free from vermin and other foul, contaminating infections. Our accommodations are productive of degrading influences among our prisoners. We find it impossible to improve the morals, habits and general vices of prisoners so confined, where, with proper accommodations and sanitary restrictions very much more could be accomplished in reforming and freeing our prisoners from many vices, arising from the contaminating effect and influence of vicious prisoners, which we deem the great object to be attained in this work. It is our purpose, therefore, to build a new cell house, which may be constructed with but little cost to the city, and though this building, now of the greatest necessity to the city, could not be completed during the present fiscal year, the work could be so far advanced as to materially relieve our present wants: we would, therefore recommend that your honorable body appropriate, for the ensuing fiscal year, the sum of two thousand dollars for the building of a cell house." It is reported that the appropriation of two thousand dollars has since been made for a cell house.

ALEXANDER.—Visited April 21, 1888. Since last visit to this jail, the wooden cells have been removed from the north side, which at this visit was all in one room, with floor grouted and walls and ceiling neatly whitewashed. It is the purpose to place steel cells in this room, similar to those in the south side, at an early day. The jail was clean, well heated, ventilation much improved, but the light is still poor, except in the room from which the wooden cells have been removed. Prisoners are furnished with papers and books from the city library, when desired. Visitors bring religious papers, etc. Ministers sometimes call, but there are no regular religious services. Refractory prisoners are punished by putting irons on their legs. One prisoner escaped while attending to kitchen work. This jail has been much improved, but it still remains a basement jail.

BOND.—Visited May 23, 1888. City water has been introduced into the jail and a sewer constructed since the last visit. The privy vault has been drained and the odor has disappeared. The jail was found to be clean and well lighted, but the light was poor and the ventilation in cells was bad. The jail is visited occasionally by ladies. Books and papers are furnished. Disorderly prisoners are confined in cells. A new jail is much needed. The present jail is in as good condition as it can be made but it is not what it should be. Two female prisoners escaped from a room up-stairs but both were recaptured.

BOONE. *Visited August 20, 1888.* No change has taken place in this jail except that a room, formerly a jury-room, adjoining the court-room, is now occupied by an insane woman, who has been returned from Elgin. This room has bars to the window,

and has a light iron-grated door. The jail was found to be in cleanly condition, poorly lighted, well heated and with poor ventilation. Books, papers and playing cards are furnished to prisoners. Disorderly prisoners are locked in cells. There are no religious services. The jail register has not been written up since July 6, 1887, and the report as to the movement of the population from April 1, 1887, to April 1, 1888, is made up partly from the judge's docket. A new jail is needed.

BROWN.—*Visited June 20, 1888.* This jail is one of the poorest jails in the State. It is badly arranged, insecure, poorly lighted and the ventilation is bad. The jail was found to be in fair condition as to cleanliness, and well heated. There were two male prisoners present awaiting trial. Disorderly prisoners are locked in cells. Books and papers are furnished, but there are no religious services. There have been no escapes from the jail, but one prisoner was sent out for coal and seems to have been very particular as to the coal he wanted, for he is still searching for it and determined not to return without it. This jail is a terror; prisoners confined in it loose health and they can not be blamed for trying to leave it. It is generally worthless.

BUREAU.—*Visited August 29, 1888.* There has been no change in the construction of this jail since last visit. The condition as to cleanliness might be considerably improved; the floor of the corridor was wet, and some disorder in the cells. At the time of this inspection the grand jury was examining the jail. The jail was well lighted, except in some of the cells, well heated and the ventilation moderate. There is some defect in the sewerage. There has been considerable sickness and several deaths in the families of those who have occupied the sheriff's residence, which is attached to the jail. The matter should be remedied, or the jail should cease to be used. Prisoners are kept in cells when disorderly. Religious services are held each Sunday afternoon. Books and papers are furnished. A new jail is needed, the cells are too small, the floors are rusting out; it is insecure, and unhealthy to stay in.

CALHOUN.—*Visited September 12, 1888.*—This jail was found to be in fair condition as to cleanliness. The outer-rooms and those up-stairs are well lighted but the cell is dark and without ventilation. There were no prisoners present when visited and none present April 1, 1887, and only two committed during the year. The county pays at the rate of four dollars a week for dieting prisoners. The total jail expenses for the year ending September 1, 1888, was one hundred and six dollars and eleven cents.

CARROLL.—*Visited August 23, 1888.* This jail was found to be as clean as such an abominable hole can be made. No amount of labor can make it look clean or make it comfortable. It is so dark in the corridors and cells that it is necessary to keep a light constantly burning. There is no ventilation, but plenty of condensed odor. One of the jail committee was present at the time of the visit, and wished to get some information from the visitor

as to what was best to do by way of improvement in this jail. He said he had never been in the jail. The visitor told him if he would pass through the jail he would get more information than the visitor could give him in an hour. The committee-man passed through the jail and seemed to be overwhelmed with astonishment at what he saw and experienced. He said he never thought it was so bad, and came to the same conclusion as the visitor, viz.: that a new jail was the only remedy. The jail is heated by stoves. There was one prisoner, a man, present, awaiting trial, who said that if he had much longer to wait there would be no occasion for a trial, for what was left of him would have to be buried. Disorderly prisoners are further punished by being locked in cells. Books and papers, and a light to read them by, are furnished. There are no religious services. Ministers would waste their time in such a hole as this, for it would be impossible for them to make prisoners believe that there is a worse place. There have been no escapes. There is not one redeeming feature about this jail: it is dark, damp and full of a disagreeable odor, and the wonder is how a man can breathe such air and live.

CASS.—Visited June 13, 1888. The condition of this jail might be much improved by scrubbing and whitewashing. There has been no change or improvement since last visit. The outside wood-work was being painted at the time of this visit. The jail is well heated, the light is poor; very dark in lower cells, and the ventilation is not good. This jail, like many others, has windows in the wall, near the ceiling, and the air in the lower cells and corridors remains stagnant. There were no prisoners present. The jail register shows that one prisoner was present April 1, 1888, and twenty-six were committed during the year, twenty five discharged, and two remaining April 1, 1888. Prisoners are furnished with all the reading matter they care for. Refractory prisoners are locked in cells. The jailor says no improvements are needed.

CHAMPAIGN.—Visited June 7, 1888.—The general condition of this jail as to cleanliness is good. There has been no change in construction but a small boiler and pump have been placed in the jailors' corridor, so that an abundant supply of water is always at hand. The jail is well lighted, well heated and the ventilation is good. There were six prisoners present, when visited, all men, and all awaiting trial. Prisoners have all the books and papers that they desire to read. Those who disobey orders are handcuffed. There have been no escapes. This is a pretty fair jail and well cared for, and no improvement seems to be necessary.

CHRISTIAN.—Visited June 2, 1888. Since the last visit to this jail, the old cess-pool has been filled up and a new one constructed some fifty feet distant, and water from the city water works has been introduced, which is used freely for flushing and cleansing. The jail was clean, well lighted, well heated, and the ventilation good. There were three male prisoners present, two of them awaiting trial and one serving sentence. When a large number of prisoners are present, religious services are held on Sunday.

Books and papers are furnished for the use of the prisoners. Those who disobey the rules of this bastile are dieted on bread and water, or their rations are stopped until amends are promised. There is no way of properly classifying prisoners, according to law, in this jail. Some arrangements should be made so that female prisoners might occupy separate rooms.

CLARK.—Visited May 22, 1888. This jail was found to be in substantially the same condition as at last visit. It was clean, well lighted, comfortably heated and the ventilation good. The sewer is still troublesome and at times throws out a very offensive odor. There was one prisoner, a man, awaiting trial. Insane persons have been detained in this jail after trial, awaiting admission to a hospital sometimes a month or longer. Disorderly prisoners have to submit to moral suasion, such as short rations, etc., a sort of punishment that appeals to a man's inner feelings. There is no jail library, but books and papers are furnished. No religious services are held in the jail, but sometimes ladies of the city call and converse with prisoners. There have been no escapes. The jail is in good repair, and nothing seems to be needed, except it is an abundant supply of water so that the sewer can be thoroughly flushed.

CLAY.—Visited May 15, 1888. Since last visit this jail has been patched up and is used again as a place of confinement for persons charged with crime. A partition af oak planks has been placed across the east end of the jail; the partition has a door of cross-barred iron. The entire jail has been thoroughly painted and whitewashed, and is as clean as it can be made. The light, heat and ventilation are good, except in the cells, which are no better than dungeons. There were five male prisoners present, awaiting trial. Prisoners who disobey the rules are chained and hand-cuffed. No religious services are held. The prisoners are supplied with reading matter. Since last visit one prisoner escaped by breaking a lock and slipping by the keeper. This jail is insecure and the cells are dark and uncomfortably hot in warm weather. It should be abandoned altogether and a comfortable jail erected.

COLES.—Visited June 6, 1888. This jail, which at last visit was all torn up and workmen engaged in remodeling the interior, has been much improved and is now in working order. It was found to be clean, well heated, with good light and ventilation in the new cells, but the old cells were dark and poorly ventilated. There were three male prisoners present; two awaiting trial and one awaiting removal to the penitentiary. There are no religious services held in the jail. Prisoners are furnished books and papers to read. Disorderly persons are placed in the dungeon. One prisoner escaped from the jailor's corridor by breaking the lock. The jailor says that no improvements are needed.

CLINTON.—Visited May 14, 1888. This jail was found to be clean and newly whitewashed. Since last visit, a partition between two cells has been removed, which is an improvement on a small scale. Light and air are almost excluded from the cells. The

corridors are moderately lighted and have a little circulation of air, but they are so insecure that prisoners are not allowed their use. In the construction of this jail, pains seem to have been taken to exclude light and air from the cells, and to make them as uncomfortable as possible; they are cold in winter and insufferably hot in summer. Prisoners are sometimes hand-cuffed and taken out under guard for exercise, and during the heat of the day are allowed the shade of the trees in the court house yard. The jail remains as when visited in 1886. There is the same trouble with the sewer, and it has become so odorous and disagreeable that no one can be induced to live in the dwelling part of the jail. The county authorities talk of erecting a new jail, probably this year. The sooner a new jail is erected the better, for the maintenance of the present building is inhuman and a disgrace to the county. There were two prisoners present, awaiting trial and breathing the stagnant, odorous and vile atmosphere. When the keeper was asked, "How are disorderly prisoners punished?" he replied: "I do not see how I can add to their punishment." Books and papers are furnished for the use of prisoners, but it is a difficult matter to use them on account of insufficient light. One prisoners escaped, since last visit, by cutting the bars of cell door and outside window. It is supposed that tools were furnished from outside.

COOK.—Visited August 10, 1888.—This jail was found to be as clean as possible. The floors of the corridor are of grouting, which is worn off in some places by the constant tramp of prisoners exercising. The light is good in the upper cells and moderate in the corridors and lower cells. The jail is well heated and the ventilation moderate. The corridors are too small for the large number of prisoners who have to take daily exercise. Large airing courts should be provided so that prisoners could take exercise out of doors each day. It is very difficult to keep the air in proper condition where so many prisoners are kept night and day. There were two hundred and eighty-five prisoners present on the day of visitation; two hundred and sixty-five males and twenty females. Thirty-two of the males were under sixteen years of age, twenty-seven of the males were serving sentence and the rest of the prisoners were awaiting trial. The number of prisoners present April 1, 1887, was two hundred and four, the number committed during the year, one thousand eight hundred and twenty-four, and the number remaining April 1, 1888, was two hundred and fifty-six. Religious services are held every Sunday. There is a jail library. Disorderly prisoners are locked in cells. There have been no escapes from the jail. There were twenty-six persons alleged to be insane in the detention hospital; nineteen were males and seven were females. The rooms of the females are neatly kept, the bedding good, clean and tidy, and the inmates seem to be made as comfortable as possible under the circumstances. The rooms occupied by the males are not so neat and the bedding lacks the appearance of cleanliness which rules in the female department.

The part occupied by males has been in use a number of years and has a gloomy, jail-like appearance. The present accommodations are regarded as inadequate and it is proposed to build a detention hospital on the grounds of the county hospital, the plans for which have been prepared in part. The plans show a central or administration department with a wing on each side. The structure is estimated to cost one hundred thousand dollars. The number of insane cases on the county court docket for the year ending April 1, 1888, was six hundred and thirty-one; adjudged insane five hundred and sixty-four, adjudged not insane sixty-seven. A large number of the cases tried are due to strong drink, causing delirium tremens, etc., and inmates, in some cases, although adjudged insane by a jury, are detained a while and many have been discharged recovered without being sent to a hospital.

CHICAGO CITY HOUSE OF CORRECTION.—Visited August 9, 1888. Since last visit to this institution a cell-house for males, 284x250 feet, has been erected. This cell-house has eight tiers of cells: four tiers on each side, placed back to back, with forty cells in each tier, making three hundred and twenty cells. The cells are arranged with a passage-way between each tier for heat and ventilation and also for observation. An octagon building 75x75 feet, three stories in height, and a residence and administration building 75x50 feet with two stories and an attic, have also been erected. The first floor of the octagon building is for use as a kitchen, the second will be occupied as a guard-room and the third floor as a hospital. At the time of this visit the work in the cell-house was nearly completed and men were employed on the inside work of the octagon, residence and administrative buildings. The total cost of these improvements, exclusive of the labor of prisoners, will be one hundred and sixty-six thousand dollars, of which amount one hundred and twenty-five thousand dollars has been appropriated by the city council. When the buildings are completed there will be eight hundred and eight cells which will afford comfortable accommodations for from sixteen hundred to eighteen hundred prisoners. Plans have been made for the erection of an additional wing, on the end of the octagon building, which will contain sewing-room, bath-rooms, officers' rooms, and dark cells. Also a boiler-house, to contain six boilers; the work to commence immediately. This institution was found to be in excellent condition in regard to cleanliness. The light and ventilation very good and every department well heated. There were eight hundred and sixty-one inmates present; seven hundred and thirty-three males and one hundred and twenty-eight females. Contract labor having, by city ordinance, been abandoned, male prisoners are now employed in weaving cane-seating, for chair bottoms, stone cutting, brickmaking, shoemaking, tailoring and carpentry, and in the construction of buildings, and the females are employed in housework, sewing and laundry work for the institution and the several police stations. The number of prisoners present January 1, 1887, was seven hundred and five, the number admitted during the year, eight thousand

seven hundred and sixty-three, the number discharged, eight thousand six hundred and seventy-nine, and the number remaining January 1, 1888, seven hundred and eighty-nine. Disorderly prisoners are punished by being placed in dark cells, or ironed to cell door and sometimes hand-cuffed to a ring in dark cells. Religious services are held occasionally. The library consists mostly of condemned books from the city library. There were nine escapes during the year, some from brickyard, some by digging out and others by eluding the vigilance of officers. Prisoners are committed to this institution by the police courts of the city and neighboring towns, and by the county and United States courts. The charge for dieting prisoners, other than for those sent by the city, is twenty-five cents per day.

CRAWFORD.—*Visited May 19, 1888.* There is no change to note in the condition of this jail. It was found to be in excellent condition in regard to cleanliness. Well lighted, heated and the ventilation is good. There were no prisoners present. The number of prisoners present April 1, 1887, was four; the number committed during the year twenty-six, the number discharged thirty, leaving no prisoners present April 1, 1888. Insane persons are very rarely placed in the jail. Application is generally made to a hospital for admittance before the patient has been tried. Prisoners who disobey the rules are locked in cells. No religious services are held. There is no library, but the prisoners have plenty of reading matter. No improvements are needed. There have been no escapes.

CUMBERLAND.—*Inspected May 21, 1888.* This old jail was found to be in fair condition as to cleanliness. The jail is well heated, has poor light and bad ventilation. There were no prisoners present on the day of visitation, and none present April 1, 1887. The number committed during the year was eight, and the same number discharged. The insane are not placed in this jail, but are kept by friends until admitted to a hospital. Sometimes a month elapses before such admission is granted. One of the insane recovered while awaiting admission. The county-seat question has been settled, and it is probable that by the time another state visitation is made, a new jail will be erected. A new court-house has taken the place of the old one, which was burned down. It cost twenty thousand dollars. As the county had not voted on the question of issuing bonds to pay for the erection of the building, the county had no authority to issue such bonds, but made payment by issuing interest bearing orders. This looks a little like an evasion of the law. The cost of the erection of the court-house added to the present indebtedness of the county, may cause considerable delay in the erection of a jail.

DEKALB.—*Visited August 16, 1888.* Since last visit the vault has been cleaned and repaired; windows, 8x10 inches have been placed in the rear of each of the stone cells, except one; new floors have been laid in the old part of the jail. The whole jail has been thoroughly repaired and painted inside. It was found to

be in good condition as to cleanliness. Good light, well heated and the ventilation considerably improved since last visit. There were two male prisoners present; both awaiting trial. There were four prisoners present April 1, 1887, twenty-two were committed during the year, twenty-three discharged and three remaining serving sentence April 1, 1888. There is sometimes delay in procuring the admission of the insane into the hospital; some have been detained in jail four weeks. Religious services are not held in the jail. Prisoners are furnished with books and other reading matter. Refractory prisoners are locked in cells. There have been no escapes. No improvements are needed.

DeWITT.—*Visited June 14, 1888.* This jail was found to be newly whitewashed and as clean as could be made. It is well heated, but the light and ventilation are poor. There were three prisoners, all males, present; two were awaiting trial and one serving sentence. There were three prisoners present April 1, 1887, twenty-eight committed during the year, and the same number discharged, leaving three prisoners present April 1, 1888. Disorderly prisoners are punished by being confined in cells. There is no jail library but reading matter is furnished. No religious services. There have been no escapes. By removing the stone cells and replacing them with steel cells the light and ventilation would be much improved and the prisoners made more comfortable, but a new jail with modern improvements would be much better.

DOUGLAS.—*Visited June 5, 1888.* There has been no change in this jail. It still remains the same dark, damp miserable hole. A basement jail is an abomination, but when in addition to being a basement jail, every effort seems to have been made to exclude light and air, it becomes a place of torture, and the county authorities should blush with shame at their own inhumanity in maintaining such a horrible place. The jail was found to be as clean as it could be made and well heated, but it is black with darkness and no ventilation, and how men can serve a sentence in such a place and survive is a mystery. There was one male prisoner present serving sentence. The sheriff allows this prisoner the range of the corridor and all the cells. There were eight prisoners present April 1, 1887, and fifteen committed during the year, nineteen were discharged, leaving four present April 1, 1888. There is no way of increasing the punishment of disorderly prisoners. Some prisoners might prefer to be hung at once, rather than be murdered slowly by confinement in this den of horror. Religious services are sometimes held. There have been no escapes. "All who enter here leave hope behind."

DUPAGE.—*Visited August 13, 1888.* Since last visit to this jail a new door and new locks have taken the place of old ones. The jail was in excellent condition in regard to cleanliness. It is well heated and has fair ventilation, but the light of the corridor is poor and in the cells there is no light at all. There were five male prisoners present, awaiting trial. The number of prisoners present April 1, 1887, was three, the number committed during

the year, twenty-one; the number discharged, twenty-one, and the number remaining April 1, 1888, was three. Prisoners who violate the jail rules are placed in cells. There is no library, but prisoners are supplied with a reasonable amount of reading matter. No religious services are held. There have been no escapes. No improvement can be made on this jail. A new one should be erected above the surface of the ground.

EDGAR. *Visited June 6, 1888.* There has been no change in this jail except such change as time has made. The floors, which, when washed, are so difficult to get dry, are rapidly rusting out. The jail was undergoing a cleansing process at the time of the visit and a fire was burning for the purpose of drying the floor. This jail is well heated, has poor light and poor ventilation in the corridor. The cells are dark and have no ventilation. There were seven male prisoners present, awaiting trial. The jail register shows that one prisoner was present April 1, 1887, and eighty-seven committed during the year, and eighty-four discharged or taken to other prisons, leaving four prisoners present April 1, 1888. Disorderly prisoners are locked in cells and irons placed on them. There are no religious services. Papers and books are furnished to those disposed to read. There were four escapes from this jail since last visit. One of the prisoners made a key which unlocked the corridor door, through which the prisoners passed to the office, and from the office to liberty through the brick wall. This jail should be abandoned. It is insecure, dark, damp, uncomfortable and generally worthless.

EDWARDS. *Visited May 17, 1888.* There has been no change in this jail. It was found to be clean. The light and ventilation in the corridors are good, but the cells are dark and without ventilation. There was one prisoner, a man awaiting trial. One prisoner was present April 1, 1887; twelve were committed and ten discharged during the year, and three remained April 1, 1888. Wabash county, which formerly sent persons charged with crime to this jail for safe keeping, has now a jail of its own, so that there will be very little use for this jail. Edwards county has recently erected a court house at a cost of thirteen thousand dollars, which is an ornament to Albion and a credit to the county. The next improvement will probably be a new jail.

EFFINGHAM. *Visited May 22, 1888.* Since last visit an addition has been made to the sheriff's residence, to be used as a kitchen. No other change has taken place. The jail was clean, has good light and ventilation and is well heated. There were three male prisoners present awaiting trial. The register shows that one prisoner was present April 1, 1887, the number committed during the year thirty-eight and the number discharged thirty-eight, leaving one prisoner present April 1, 1888. Books and papers are furnished to those who wish to read. There are no religious services. Disorderly prisoners are placed in the dungeon. The jail has defects, and in some respects it is very uncomfortable. A new jail might be a remedy.

FAYETTE.—Visited May 23, 1888. This jail was found to be in excellent condition in regard to cleanliness. The floors show the effect of repeated scrubbing. The light and ventilation are good, and it is now well heated by a stove, the furnace having been abandoned on account of its worthlessness. The cell prepared for females remains the same, without light or ventilation. It is, fortunately, little used. The jail was empty at the time of the visit. There were four prisoners in jail April 1, 1887 and forty-seven committed and fifty discharged during the year, leaving one prisoner present April 1, 1888. There have been no escapes, but four prisoners succeeded in cutting through the bars to the jailor's corridor. The bars are of soft iron, which seems to be easily cut. All the iron-work should be replaced by hardened steel. Prisoners who disobey are hand-cuffed to the bars.

FORD.—Visited July 7, 1888. There has been no change in this jail since last visit. It was found to be in good condition, clean and newly whitewashed. The light was good, except in the lower cells. It is well heated and the ventilation is good. The sewer is troublesome at times. There were three male prisoners present; two of them awaiting trial, and one insane, awaiting admission to a hospital. Religious services are held occasionally. Books and papers are supplied. Unruly prisoners are confined in cells. The jail register shows that fourteen prisoners were present April 1, 1887, fifteen committed and sixteen discharged during the year, and three remaining April 1, 1888. There have been no escapes since last visit. The sheriff said that no improvements were needed.

FRANKLIN.—Visited May 4, 1888. There has been no change in this jail since last visit, except that it is becoming more insecure, the floors are rusting away and the fastenings on the cell doors are in a weakly condition. The jail had the appearance of having been deserted for years. It was dirty, had a foul odor and a total stranger to paint or whitewash. It is comfortably heated, no light, cells as dark as dungeons and ventilation is excluded. There was one prisoner, a female, present, serving sentence in the kitchen of the dwelling which is attached to the jail. There was one prisoner present April 1, 1887, twenty-one committed and twenty discharged during the year, leaving two prisoners present April 1, 1888. The jailor said that they have had no occasion to punish disorderly prisoners. Books, papers and a lamp are furnished to prisoners who are disposed to read. Three prisoners escaped by the use of the key which was left in the door, but all were recaptured. A new jail is much needed, but there is no hope of its erection for some years or until better crops are raised. The county is in debt, and the authorities cannot build before permission is given by the taxpayers.

FULTON.—Visited June 19, 1888. There has been no change in this jail except that the residence has been thoroughly repaired and painted. The jail was found to be in good condition; clean

and dry. The sewer, however, is troublesome. The light and ventilation are poor, and the jail is imperfectly heated. There were eight prisoners present; six males and two females, four of the prisoners were awaiting trial and four were serving sentence. The jail register shows eight prisoners present April 1, 1887; forty-four committed, and forty-eight discharged during the year and four prisoners present April 1, 1888. The insane are kept in jail but a short time, as arrangements are generally made for their admission to a hospital before they are tried. There are no religious services and no jail library, but papers and books are furnished. Disorderly prisoners are confined in cells. There have been no escapes since last visit. This jail needs reconstructing. The plan is a poor one. The walls need attention; an iron railing should be placed on the steps, and the sewer should be thoroughly overhauled.

GALLATIN.—Visited April 24, 1888. Since last visit, this jail has been repaired, and a partition has been placed in the south end, so as to separate the insane from other prisoners. The condition of the jail as to cleanliness was good. The light and ventilation are good, except in the cells, which are dark and without ventilation. There were four prisoners present; three males and one female. One man was insane, awaiting admission to a hospital; the other prisoners were awaiting trial. The insane man was very violent, and at the time of the visit had torn his clothing to tatters. There were six prisoners present April 1, 1887, and ten committed during the year, all of whom were discharged before April 1, 1888. Those adjudged insane in this county do not readily gain admission to a hospital. Prisoners who violate the rules are not subjected to extra punishment, the confinement in jail being deemed more than sufficient. A new jail has long been needed. The old one is not susceptible of improvement.

GREEN.—Visited May 29, 1888. This jail was found to be in good condition in regard to cleanliness. Since last visit a Yale lock has been placed on the door of each cell. The jail is well heated. The light and ventilation are poor, especially in the cells, which are dark and without ventilation, except such as passes through the grated doors. There were five male prisoners present, awaiting trial. The number of prisoners present April 1, 1887, was four, the number committed thirty, and the number discharged during the year was twenty-nine, leaving five prisoners present April 1, 1888. There have been four escapes from this jail during the last two years; two ran over the guard, and the others forced a steel plate off the wall in the corridor and passed through the brick wall. Two of them were recaptured. Refractory prisoners are locked in cells. There is no jail library, but prisoners are furnished with all the reading matter they desire. There have been no religious services since last summer. This jail is regarded by the keeper as secure, and he thinks that no improvements are needed.

GRUNDY.—Visited August 28, 1888. No change or improvement has taken place in this jail since last visit. It was found to be

clean, well lighted and heated, but the ventilation was poor. Eight male prisoners were present, awaiting trial, at the time of the visit. Three prisoners were present April 1, 1887; forty-one were committed and thirty-nine discharged during the year, and five remained in the jail April 1, 1888, serving sentence. Religious services are held occasionally. Prisoners who misbehave are locked in cells. There is no library, but reading matter is furnished by the sheriff. There have been no escapes. This jail needs water for washing purposes and for flushing out the sewer. There is an abundance of water close by, and a small expenditure for a pump and pipe connections would afford a great convenience and prevent the foul odor from coming into the jail.

HAMILTON.—*Visited April 24, 1888.* The south wall and parts of the east and west walls have been rebuilt since last visit. The condition of this jail in regard to cleanliness might be improved. The light is good during warm weather, but when it is cold, there being no sash with glass, it is necessary to close the iron shutters, which exclude the light. The jail is well heated and in summer time is well ventilated. This jail has no arrangement for the classification of prisoners; boys and men associate together. The women occupy the same corridor as the men and are separated only by a grated door; they can see and converse with each other at pleasure. One male prisoner was present at the time of the visit, awaiting trial, who passed the time mostly in torturing a banjo. There were two prisoners present April 1, 1887, twenty-eight committed, and the whole number discharged during the year. Disorderly prisoners are locked in cells day and night, and, in special cases, are handcuffed to grating. The prisoners have books and papers to read. None but relatives visit prisoners. Sewerage has been recommended by the grand jury, but a new jail, with proper facilities for the classification of prisons, is a necessary improvement. There have been no escapes.

HANCOCK.—*Visited June 21, 1888.* The condition of this jail in regard to cleanliness, light and ventilation was found to be good. There were two male prisoners present: one was awaiting trial and the other awaiting removal to the penitentiary. Five prisoners were present April 1, 1887, twenty-seven committed and the same number discharged, leaving two prisoners in jail April 1, 1888. There is considerable delay in obtaining admittance to the hospital for the recently adjudged insane. One patient was detained in jail five weeks, awaiting admission. Religious services are not often held in this jail. The prisoners have all the reading matter they desire. Disorderly prisoners are locked in cells. There have been no escapes. The jail roof leaks and needs renewing. The partition between the department occupied by males and females should be made so that the sexes could have no communication whatever, and common decency suggests that it be done immediately.

HARDIN.—*Visited April 25, 1888.* This old and decrepit building is only used as a calaboose, in which drunkards are stored

over night, and when they are sober they walk out, as the doors are not locked. Prisoners charged with crime are sent to Cairo, Shawneetown, or Metropolis.

HENDERSON. *Visited June 26, 1888.* There have been no changes in this jail, except that a new floor has been laid in the corridor. This cellar was found to be empty; as it always should be. It ought to be a penitentiary offence to lock any human being in any of its cells. There is nothing about this jail in its favor. It is a disgrace to the county and a terror to evil doers. Ten persons were temporarily incarcerated in this underground hole during the year. Four of them had a happy release by being conveyed to the penitentiary. One was insane and sent to a hospital, three served jail sentences, one was acquitted and one is out on bail. The keeper said that they have had no disorderly prisoners to punish and if they had he would be at a loss to know how to add to their present torture. The jail was found to be clean, without light and ventilation, but well heated. The keeper furnishes the prisoners with reading matter and a light. A new jail is an emergency and the cry of "high taxes and economy" should be set aside until a new jail is erected. Poverty is no excuse for inhumanity.

HENRY. *Visited June 28, 1888.* This jail was found to be as clean as possible. The light and ventilation are good in the corridors and upper cells, but the lower cells have very little light, and the ventilation is poor, although each cell has an opening for the circulation of air. The jail is heated by steam and made comfortable. There were five male prisoners present; one was serving sentence, and four (one of them insane) were awaiting trial; No prisoners were present April 1, 1887, fourteen were committed, and twelve discharged during the year, and two prisoners remained April 1, 1888. The insane are not detained in this jail after trial, if they are not promptly admitted to a hospital they are taken to the county farm. Religious services are held by ministers of the different churches. There is no jail library, but books and papers are furnished. Prisoners who are disobedient are placed in cells. There have been no escapes. The sheriff said that no improvements were needed.

INQUIRIES. *Visited July 6, 1888.* There was no change to note in this jail. It was found to be in good condition as to cleanliness. It was well heated. The cells are dark and the ventilation is bad. This jail has been condemned by the grand jury and the county judge refuses to commit prisoners to serve jail sentences. There were two male prisoners present, awaiting trial; one was a boy under sixteen years of age. Eight prisoners were present April 1, 1887; twenty-eight were committed and the whole number discharged during the year ending April 1, 1888. The insane are not kept in this jail. Incorrigible prisoners are locked in cells and sometimes handcuffed. Papers and books are supplied to those who wish to read. No religious services are held. Two prisoners escaped since last visit, by tunnelling through the cement

and brick floor and under the wall. A new jail is needed. A basement jail is a great barbarism. It is inhuman to compel men to stay under ground. They should not be buried until after they are dead.

JACKSON.—*Visited May 1, 1888.* There has been no change in the construction of this jail since last visit. There were six prisoners present; three males and three females. The three females were awaiting trial. The remarks made in last report relating to the separation of the sexes may still apply. The only separation is a grated door. The use of this jail for the imprisonment of both sexes at the same time is a violation of law. The law says that male and female prisoners shall not be kept in the same room. Somebody should be responsible for this state of affairs. The jail is a poor miserable affair. It was found to be in fair condition as to cleanliness. The light and ventilation in the corridors were fair, but in the cells darkness prevails, and ventilation is not known. The whole establishment emits a foul odor. Prisoners who violate the rules are locked in cells, and if persistently noisy they are gagged. There are no religious services. Books and papers are furnished when desired. There have been no escapes. This old unlawful jail should be destroyed.

JASPER.—*Inspected May 21, 1888.*—No change has been made in the construction of this jail. It was found to be in good condition. The light and ventilation were excellent, and the keeper stated that the jail was comfortably heated in cold weather by a furnace. There were no prisoners present. The number present April 1, 1887, was ten, the number committed during the year was thirty-six, and forty-six were discharged during the same period, leaving an empty jail April 1, 1888. Insane persons are not kept in the jail over two or three days. If admission to the hospital is likely to be long delayed, they are kept by the county, at private houses. Disorderly prisoners are closely confined in cells and handcuffed. Books and papers are furnished. The ladies of Newton hold religious services occasionally. There were two escapes; one was released with aid from the outside, the locks being taken from the outer door, and the other escaped by rushing by the keeper.

JEFFERSON.—*Inspected May 8, 1888.* This jail was found to be in good condition. Whitewashing was the order of the day at the time of the visit. The light was poor in the cells, but the ventilation was good. The jail is well heated. There were eight prisoners present awaiting trial. The number present April 1, 1887, was four, and the number committed during the year was forty-five, and the number discharged during the same period was forty-four; leaving five prisoners present April 1, 1888. Books and papers are furnished, and religious services are held every other Sunday by the superintendent of the M. E. C. Sunday school. Disorderly prisoners are locked in cells. There have been no escapes.

JERSEY.—*Inspected May 28, 1888.* This jail was found to be in first-class condition. Since last visit the electric light has been in

roduced. The jail has now good light at night as well as during the day. The ventilation is excellent and the sewer works well. The building is heated by steam. There were two prisoners present; one awaiting trial and one serving sentence. Three prisoners were present April 1, 1887, thirty-three were committed during the year, thirty were discharged and six remained April 1, 1888. The prisoners have books and papers furnished them. If they are disorderly they are locked in cells. There were three escapes since last visit, by sawing off the bars on one of the outside windows. The floor needs painting.

JOSEPH.—*Inspected August 24, 1888.* This jail is one of the most comfortable jails of the state. It stands on the edge of a high bluff where an abundance of fresh air is constantly passing through. It is well and comfortably heated by a furnace, well lighted, and the ventilation is excellent, and it was found to be clean and tidily kept. There were eleven prisoners present; nine of them awaiting trial and two of them were serving sentence. Three prisoners were present April 1, 1887, twenty-four were committed and twenty-six were discharged during the year, leaving one prisoner present, serving sentence, April 1, 1888. Books and papers are furnished to those who desire to read. No religious services are held. There have been no escapes. Disorderly prisoners are locked in cells. No improvement needed, except painting in the prisoners' corridor and cells.

JOHNSON.—*Inspected April 30, 1888.* Since last visit, a new jail, with jailor's residence attached, has been erected. The building is of brick. The residence of the jailor is 18 x 35 feet and two stories in height and has a cell for females on the second floor. The jail room is 25 x 26 feet, and contains four steel cells, two on each side of a central corridor, which is enclosed by steel grating; the cells are each 6 x 7 feet and the corridor is 6 x 13, and contains a privy seat and sink. A jailor's corridor surrounds the whole. The jail was in good condition, well lighted and heated, and the ventilation good. There were three prisoners present; two were awaiting trial and one was serving sentence. The prisoners have books and papers to read. Disorderly prisoners are locked in cells. At the time of the visit the sewer was clogged.

KANE.—*Inspected August 13, 1888.* Since last visit the sewer under the jail has been taken up and a new one placed there, which is a valuable improvement. The jail was in good condition in regard to cleanliness, and it is well heated during the winter by steam. The light is very poor, especially in the cells, where artificial light is in constant use. The ventilation in the corridors has been improved a little but the cells have no ventilation. There were five male prisoners present awaiting trial. Nine prisoners were present April 1, 1887. One hundred and twenty-seven were committed, and one hundred and twelve were discharged during the year, leaving six prisoners present awaiting trial, and eighteen serving jail sentences April 1, 1888. Religious services are held every two weeks. Reading matter is furnished.

Disorderly prisoners are kept in cells. There have been no escapes. The county authorities were discussing the question of a new jail. It is hoped that a new jail will soon be erected. The present hole in the ground is a barbarous place in which to confine human beings.

KANKAKEE.—*Inspected September 4, 1888.* Since last visit to this jail, city water has been introduced, and a sewer constructed, and the floor of the jail has been relaid with concrete. The pressure of the water makes the flushing of the privy seats a complete success and the sewer works well. The jail has been much improved; the floors were clean and the walls white. The light was poor in the corridors and the cells were very dark. There was no ventilation. Eight prisoners were present awaiting trial. Three prisoners were present April 1, 1887, sixty-two were committed and sixty were discharged during the year, and five prisoners remained April 1, 1888. Prisoners who disobey the rules are confined in cells. Reading matter is furnished to those who desire it. Ministers of the city sometimes visit the prisoners. This underground jail should be abandoned as it is unsafe and dangerous to health. Three prisoners escaped by digging through the floor and through the wall since last visit.

KENDALL.—*Inspected August 30, 1888.* This county jail is located in the basement of the court house. The court house was destroyed by fire March 24, 1887, but the ceiling over the jail corridor was all the damage done to the jail. The court house has been re-erected, and the jail unfortunately remains the same place of torture. The jail was clean, well heated, but darkness prevails. There were no prisoners present at the time of the visit, and none present April 1, 1887. Seven were committed and discharged during the year, leaving an empty jail April 1, 1888. Disorderly prisoners are locked in cells, but the necessity for such treatment is rare. The ventilation might be improved in the cells by cutting small openings in the walls for the passage of air, but the erection of a new jail on the surface of the ground would be much better.

KNOX.—*Inspected June 25, 1888.* There has been no change in this jail since last visit. It was found to be in excellent condition in regard to cleanliness. The light and ventilation were good and it is well heated by steam. There were seven prisoners present: two of them were awaiting trial, four were serving sentence and one, an insane man, was awaiting admission to the hospital. There were eight prisoners present April 1, 1887, seventy-nine were committed and eighty-two discharged during the year, and five remained in jail April 1, 1888. Unruly prisoners are locked in cells. No religious services have been held since last summer. The prisoners have books and papers furnished. Five prisoners escaped through the door. One door was unlocked and the other locks were picked.

LAKE.—*Inspected August 17, 1888.* There has been no change in this jail since last visit. The jail was clean and was otherwise

in good condition. The light was poor in the corridors and much worse in the cells, and the ventilation was bad. The jail was comfortably heated by a stove. The jail has no sewer, and prisoners are compelled to use buckets. There were four prisoners present, awaiting trial. Four prisoners were present April 1, 1887, sixty-nine were committed, and the same number discharged during the year, leaving four present April 1, 1888. Prisoners who misbehave are punished in the usual way. The prisoners have reading matter, but no religious services are held. There have been no escapes. A new jail is a necessity. An underground jail is necessarily dark, damp, and without ventilation.

LA SALLE.—*Inspected August 28, 1888.* This jail was found to be in excellent condition in regard to cleanliness. It was well lighted and the ventilation is good during the summer heat, but when the windows are closed the ventilation is poor. The jail is comfortably heated in cold weather. Eleven prisoners were present; seven awaiting trial and four serving sentence. There were eleven prisoners present April 1, 1887. One hundred and sixty-one were committed and one hundred and sixty two were discharged during the year and ten prisoners were present April 1, 1888. The insane are only kept here over night. If there is delay in gaining admission to a hospital they are sent to the poor-house. Prisoners who violate the rules are locked in separate cells up stairs. Religious services are held on Sundays, and the prisoners are furnished with reading matter. There have been no repairs and no improvements are needed.

LAWRENCE.—*Inspected May 18, 1888.* This jail showed no change except general decay. It was as clean as could be expected. The light and ventilation was good and it is well heated. There were two prisoners present, awaiting trial. There were no prisoners April 1, 1887; twenty-nine were committed and twenty-three were discharged during the year, and six prisoners remained April 1, 1888. Prisoners who misbehave are handcuffed and placed in dark cells. No religious services are held, but the prisoners are furnished with books and papers. One prisoner escaped from the corridor through the window since last visit. The county commenced the erection of a fifty thousand dollar court house, but after the basement walls were up the money was exhausted, and the work had to stop. It was expected that the county would vote an amount sufficient to complete it, but at a much less cost than the original estimate. When the court house is completed, if the tax-payers do not object, a new jail (which is badly needed) may be erected.

LEE.—*Inspected August 14, 1888.* This jail was found to be in good condition. The walls and floors were clean. The light and ventilation were good, and the jail is comfortably heated during winter. There was only one prisoner present, and he was awaiting trial. Considerable delay is experienced at times in gaining admittance for the insane into the hospitals and their detention in jail is consequently delayed. Prisoners have reading matter fur-

nished. Those who violate the jail rules are locked in cells. No religious services are held. There have been no escapes. The jail is in good repair and well cared for, and nothing seems to be needed.

LIVINGSTON.—*Inspected September 5, 1888.* Since last visit pipe connections have been made with the river and water is now pumped and forced through the privy-seats and sewer; which are less offensive than at the former visit. The jail was clean, well lighted and heated, but the ventilation was poor. Three prisoners were present: two were awaiting trial and one serving sentence. Three prisoners were present April 1, 1887, thirty-three were committed and thirty-two were discharged during the year, and four prisoners remained April 1, 1888. Disorderly prisoners are punished in the usual way. Books and papers are furnished to those who desire to read, and religious services are held every Sunday by ministers of the different churches and by the ladies of the W. C. T. U. There have been no escapes. No improvements are needed.

LOGAN.—*Inspected June 15, 1888.* Since last visit to this jail city water has been introduced and a sewer constructed. The jail was clean, well heated, but it is poorly lighted and the ventilation was miserable. Prisoners complain of the want of pure air. Ventilation should be placed in the ceiling of the jailor's corridor, and openings should be made in the cells so that the air could pass through. There were ten prisoners present; eight were awaiting trial and two were awaiting removal to the penitentiary. Four prisoners were present April 1, 1887, seventy-three were committed and seventy-six discharged during the year, leaving one prisoner present awaiting trial April 1, 1888. The jailor stated that he had no occasion to punish refractory prisoners. The prisoners are furnished with books and papers. No religious services are held. There have been no escapes from the jail, but two prisoners who were confined on trifling charges and were allowed outside, left without written permission. No effort has been made to recapture them.

MACON.—*Inspected June 8, 1888.* There has been no change in this jail since last visit. It was found to be clean, well lighted and heated, and the ventilation good. The sewer clogs up at times and is troublesome. There were twenty-one prisoners present, one of them a boy; seventeen were awaiting trial, three were serving jail sentence, and one was sentenced to execution. There were thirty-four prisoners present April 1, 1887. One hundred and ninety-three were committed and two hundred and six were discharged during the year, leaving twenty-one prisoners present April 1, 1888, awaiting trial. This county experiences but little delay in finding places in the hospitals for its insane. Religious services are held in the jail every Sunday, and books and papers are furnished to those who desire to read. Unruly prisoners are placed in cells. Two prisoners escaped from the keeper while outside the jail. No improvements are needed.

MACOUPIX.—*Inspected May 10, 1888.* There has been no change in this jail since last visit. The jail was not remarkable for cleanliness and needed whitewashing. The light in the corridors was moderate, but it was dark in the cells. The ventilation was poor, the openings in the walls for windows are too small. The jail is well heated. There were four prisoners present; three were awaiting trial, and one was serving sentence. One of the prisoners awaiting trial was a boy about fourteen years of age charged with murder. It is said that the boy followed the instructions of his father and shot the man who was the cause of his father's death. There were seven prisoners present April 1, 1887; fifty-four were committed, and fifty-eight were discharged during the year, leaving three in the jail April 1, 1888. Prisoners who violate the jail rules are placed in the solitary in chains. The jail is visited every Sunday afternoon by the Methodist minister. Books and papers are furnished the prisoners when desired. The water supply is deficient. The jail should be better lighted and the ventilation improved.

MADISON.—*Inspected May 9, 1888.* This jail was found to be in good condition. Since last visit it has been thoroughly repaired and painted. It was clean. The light was good in the south side cells, and the ventilation fair, except in cell for females, which has no ventilation and very dark. The jail is well heated by a furnace. There were five prisoners present, two of them awaiting trial and three were serving sentence. There were seven prisoners present April 1, 1887, fifty-three were committed and forty-five discharged during the year, and fifteen remained awaiting trial April 1, 1888. Persons adjudged insane are sent to the almshouse, if admittance to a hospital is not readily obtained. Prisoners who are unruly are locked in cells. Religious services are held sometimes. Reading matter is furnished. Four prisoners took the keys away from the keeper and escaped. Three were recaptured.

MARION.—*Inspected May 15, 1888.* There has been no change in, or addition to this jail since last visit. The jail was clean, well heated and the light and ventilation were excellent. Prisoners who misbehave are dicted on bread and water and sometimes hand-cuffed. There are no religious services held. Books and papers are furnished when desired. There have been no escapes. Twelve prisoners were present; ten of them were awaiting trial and two were boys, serving sentence. There were ten prisoners present April 1, 1887, forty-eight were committed and forty-nine were discharged during the year, and nine prisoners remained awaiting trial April 1, 1888. Persons adjudged insane obtain admittance to the hospital without unreasonable delay. The iron work of the jail should be repainted.

MARSHALL.—*Inspected July 5, 1888.* This jail was found to be in good condition in regard to cleanliness. It had been recently whitewashed. The light was moderate in the corridors, but the cells were dark. The jail is comfortably heated by a coal stove. The ventilation was poor. The jail is damp and has the odor of

a cellar. There was one prisoner present April 1, 1887, forty-four were committed and forty-five discharged during the year, leaving an empty jail April 1, 1888. The prisoners committed to this jail were mostly city prisoners. The keeper stated that his prisoners are generally well behaved, and that he has had no disorderly ones to punish. Papers and books are furnished to those who desire to read. Two prisoners escaped since last visit by raising the stone flags in the corridor and passing through the wall. One was recaptured. The ventilation of this jail should be improved in some way. The floor seems to be laid on the ground, and is scarcely ever dry.

MASON.—*Inspected June 12, 1888.* Since last visit this county has spent near fifteen thousand dollars in the erection of fire-proof offices for the circuit and county clerks, but the jail remains in the same worthless condition. It was found to be as clean as possible to make such an old wreck. The walls were still spreading and the floors sinking. Words fail in describing the utter worthlessness of this hole of torture. Prisoners are constantly locked in their cells, except when taken out to empty their buckets. They have no exercise, and being constantly penned up is enough to make them weary of life. There is no ventilation except through grated doors. The light is poor. The prison is heated by a stove. There were four suffering prisoners present; two were awaiting trial and two were serving sentence. There was one prisoner present April 1, 1887, fourteen were committed during the year, eleven were discharged, leaving four prisoners present April 1, 1888. The last two insane persons committed to this jail were detained forty-six days before admittance to a hospital could be obtained. The keeper stated that he knew of no way of increasing the punishment for disorderly prisoners. A committee was appointed for the purpose of examining into the matter of a new jail, but its consideration has been deferred from time to time and there is very little prospect of effective action being taken. There have been no escapes.

MASSAC.—*Inspected April 26, 1888.* This jail was found to be in as good condition as such a place can be kept. It was clean, well heated and the light was fair. The ventilation has been improved a little since last visit. Four prisoners were present awaiting trial. There were five prisoners present April 1, 1887; fifty-one were committed and fifty-four were discharged during the year, and two remained April 1, 1888, awaiting trial. Disorderly prisoners are hand-cuffed together. Books and papers are furnished. Members of the Floral Commission and the ministers of the city churches visit the prisoners occasionally. There have been no escapes. The question of a new jail was under discussion and was to be voted on by the tax-payers.

McDONOUGH.—*Inspected June 25, 1888.* No change has been made in this jail since last visit, except repairs. The prison is kept neat and clean. The light and ventilation were excellent. The jail is comfortably heated. Seven prisoners were present;

three of them were awaiting trial and four were serving sentence. Two prisoners were present April 1, 1887, thirty-eight were committed, and the same number discharged, during the year, and two remained April 1, 1888. Reading matter is furnished when desired. The Y. M. C. A. holds services in the jail once in two weeks. Unruly prisoners are confined in their cells. There have been no escapes. The ceiling of the jailor's corridor is a weak spot, and should be sheathed with iron to make it secure.

McHENRY. *Inspected August 21, 1888.* Since last visit this county has erected a jail and sheriff's residence, on the north side of the court house, which cost twelve thousand five hundred dollars. The building is of brick. The sheriff's residence is two stories in height and contains four rooms and a hall on each floor. The jail proper is two stories in height; on the first floor is the main jail, which is 24 x 40 feet and contains a hall eight feet wide, across the end next the sheriff's residence. There are two tiers of cells, one above the other, placed next the north wall, five cells in each tier, each cell is 6 x 7 feet with seven foot ceiling, and there are four bunks in each cell. The cells front south and open in the prisoner's corridor, which is eight feet wide. South of the prisoner's corridor is a jailor's corridor of the same size. The cells are of steel plate, and the doors and partitions between the prisoners' and jailor's corridors are of cross-barred steel grating. The second floor of the jail proper has one large room, which contains one cell, lined with sheet-iron, and with bars at the window, for the imprisonment of females. There was only one prisoner present April 1, 1887. Seventeen were committed and eighteen were discharged during the year, leaving an empty jail April 1, 1888. The prisoners have books and papers to read, when desired. Three tramps escaped from this jail through the omission to lock a bolt on the door. A larger tank for the storage of water should be provided. The present water supply is too small for flushing the water-closet and sewer, and the odor from the sewer comes up into the jail.

MCLEAN. *Inspected July 5, 1888.* This jail was found to be in excellent condition in every respect. The light and ventilation were good and the jail is comfortably heated by steam. There were twenty-five prisoners present; one of them was a woman and one a boy under sixteen years of age; twelve were awaiting trial and twelve were serving sentence. Seven prisoners were present April 1, 1887, one hundred and fifty-seven were committed and one hundred and twenty-three were discharged during the year and thirty-one remained in jail April 1, 1888. Prisoners who misbehave are placed in dark cells. Religious services are held in the jail once in two weeks. The prisoners have all the reading matter they desire. There have been no escapes and no improvements are needed.

MENARD. *Inspected June 11, 1888.* There has been no change in this jail since last visit. It was clean and newly whitewashed. The light was poor except in the upper cells. The ventilation of

the cells was bad. The jail is well heated by a furnace. There were no prisoners present. Three were present April 1, 1887, ten were committed and twelve were discharged during the year, leaving one prisoner present April 1, 1888. The prisoners are furnished with reading matter. Religious services are rarely held in the jail. There were three escapes since last visit. The escapes were effected by cutting bars on the door and forcing the locks. Tools were furnished from the outside. The weak points of this jail seem to be easily found and old jail birds have very little trouble in getting out. The loose iron railings should be removed for they may furnish facilities for breaking jail.

MERCER.—*Inspected June 27, 1888.* This jail was found to be in good condition and clean. The jail is comfortably heated and well lighted in the upper cells. The ventilation was good. Four prisoners were present awaiting trial. There were five prisoners present April 1, 1887; twenty were committed during the year, and eighteen discharged, leaving seven prisoners in jail April 1, 1888. Disorderly prisoners are locked in cells. Religious services are held occasionally. The prisoners are furnished with books and papers. One man escaped since last visit by emptying the water tank and hiding there until the other prisoners were locked up, and afterwards concealed himself in a closet, and when the door was unlocked in the morning, and while the keeper's back was turned he left the jail.

MONROE.—*Inspected May 7, 1888.* This jail is not allowed to become dirty. It is always found in good condition. The floors show repeated scrubbing. The jail is well heated, and the light and ventilation are excellent and can not be improved. There were no prisoners present. Four were present April 1, 1887, ten were committed and fourteen discharged during the year, leaving the jail empty April 1, 1888. The prisoners are furnished with reading matter. The keeper stated that he never has had occasion to punish disorderly prisoners. No religious services are held. There have been no escapes, and no improvements are needed.

MONTGOMERY.—*Inspected May 24, 1888.* This jail was found to be in excellent condition in every respect. The light and ventilation were good and it is comfortably heated. Two prisoners were present, serving sentence. There was one prisoner present April 1, 1887; thirty-four were committed and the same number discharged during the year, and one prisoner remained in jail April 1, 1888. Disorderly prisoners are put to work breaking stone. No religious services are held. There is no jail library, but reading matter is furnished. One boy, who was allowed outside, effected his escape. Water works and sewerage are needed.

MORGAN.—*Inspected June 1, 1888.* This jail, as usual, was found to be in good condition in regard to cleanliness. The light and ventilation were good, and it was well heated. There were twelve prisoners present; two were awaiting trial, four were serving jail sentence, and six were awaiting removal to the peniten-

tiary. Two prisoners were present April 1, 1887. The commitments during the year were ninety-three, and the discharges ninety-two, leaving three prisoners present April 1, 1888. When the keeper was asked how he punished disorderly prisoners, he replied: "I give them a good beefsteak and that makes them all right." Religious services are held every Sunday by gentlemen and ladies of the M. E. Church. There have been no escapes. A new jail is needed; the present one is far too small for the wants of the county.

MOULTRIE.—Inspected June 5, 1888. This jail was found to be clean, well lighted and heated, and the ventilation perfect. There was one prisoner present. Three were present April 1, 1887; ten were committed and thirteen discharged during the year, leaving the jail empty April 1, 1888. Disorderly prisoners are rare, when occasion arises they are locked in cells. No religious services are held. Books and papers are furnished to those who desire them. Two prisoners escaped by using a weight on a loose bar in the grated door of the inside corridor. Water closets are needed. The jailor stated that they expect to have water works in the city this season, and the jail will probably have water connections.

OGLE.—Inspected August 15, 1888. This jail seems to be always in good condition; clean and neat in every part. The light and ventilation were good, and the jail is well heated by a furnace. There was one prisoner present, awaiting trial. Three were present April 1, 1887, fourteen were committed and fifteen were discharged, and two prisoners remained April 1, 1888. Persons adjudged insane are not committed to the jail, but are sent to the almshouse, to await admission to a hospital. The keeper stated that he has had no occasion to punish disorderly prisoners. Religious services are not held. Books and papers are furnished. There have been no escapes. No improvements were needed.

PEORIA.—Inspected June 18, 1888. There has been no change in this jail since last inspection. It was found to be in good condition in regard to cleanliness. The light in the upper cells was good, but the lower cells were dark. The ventilation was good. The jail is comfortably heated by steam. Fourteen prisoners were present; one of them was a woman, twelve of the prisoners were awaiting trial and two were serving sentence. There were eleven prisoners present April 1, 1887, one hundred and seventy-two were committed, and one hundred and seventy-six were discharged during the year, and seven prisoners remained in jail April 1, 1888. Dark cells are provided for disorderly prisoners, but they are rarely used. There is no jail library, but reading matter is provided. Religious services are held every Sunday. There have been no escapes. No improvements needed.

PEORIA CITY WORKHOUSE.—Inspected June 18, 1888. There have been no changes or additions to the buildings since last visit. In our last report we omitted to mention the erection of a broom-shop of brick, two stories in height, 90x40 feet, which cost

two thousand, one hundred and one dollars and thirty-four cents. The brick for this building were made on the premises, and all labor, except bricklaying and carpenter work, was performed by prisoners. The prison was found to be clean and in good condition. The light and ventilation were good. The premises are heated comfortably by steam. There were fifty-four prisoners present; fifty-one males and three females. Two of the prisoners, one of each sex, were under sixteen years of age. Sixty-four were present April 1, 1887; five hundred and thirty-six were committed and five hundred and twenty-eight were discharged during the year, and seventy-two were present April 1, 1888. Disorderly prisoners are locked in cells. Religious services are held every Sunday by the W. C. T. U. and by the Y. M. C. A. The prisoners have papers and books to read. The male prisoners are occupied in brick and broom making, and the females do the housework. The receipts of the institution for the year ending December 31, 1887, were twenty-one thousand, two hundred and ninety dollars and forty-eight cents, and the expenses for the same period were twelve thousand, eighty-six dollars and ninety-eight cents, and the balance nine thousand, two hundred and three dollars and fifty cents was paid into the city treasury. The upper tier of cells, which are of wood, need replacing by cells of better material; the present cells are a harbor for vermin. Two prisoners escaped during the year, when on parole.

PERRY.—*Inspected May 2, 1888.* This jail was found to be moderately clean, well lighted and heated, and the ventilation good. The sewer was out of order and was giving trouble. Four prisoners were present awaiting trial. Eight prisoners were present April 1, 1887, fifty-three were committed and fifty-one were discharged during the year, and ten prisoners remained in jail April 1, 1888. Unruly inmates are locked in cells. Reading matter is furnished to those who desire it. No religious services are held. One prisoner, a colored man, charged with rape on a white woman, was hung by a mob. The prisoner was sent to St. Clair county to be out of the way of lynching, but was returned for trial, when a mob, consisting of about forty masked men, demanded of the jailor the surrender of the prisoner, and the jailor complied. Two prisoners escaped through the bars and floor and out through the cellar.

PIATT.—*Inspected June 8, 1888.* There has been no change in this jail since last visit, except that a steel plate 24x30 inches has been placed over the keyhole of the door, to prevent lock-picking. This jail is so small that when there are many prisoners it is impossible to keep it clean. The jail is well heated. The light is poor in the cells. The ventilation is not good; the windows and corridors are too small. Five prisoners were present. Three were present April 1, 1887, twenty-nine were committed and thirty-one were discharged during the year, leaving one prisoner present April 1, 1888. Disorderly prisoners are locked in cells. Reading matter is furnished, but religious services are not often held.

Three prisoners effected their escape since last visit; two, who were charged with trifling offenses, ran away while outside, and one, who was sick in the turnkey's room, escaped while the turnkey's back was turned. One of the prisoners who was awaiting trial, charged with the murder of his wife, was taken from the jail and hung by a mob October 14, 1886. The mob entered the jail by removing the brickwork on the side of the entrance door, and finding the key, entered the prisoner's corridor. The keeper suggests that the jailor's corridor should be lined with iron so that the prisoners might be allowed there and have more room, and that the windows should be enlarged so as to afford better ventilation. The jail is too small for the wants of the county and more room should be provided.

PIKE.—*Inspected May 31, 1888.* There were four prisoners present in this jail, when visited; two were awaiting trial and two were returned patients from the insane hospital. The jail was clean, well lighted and well heated, but the ventilation should be improved. The number of prisoners present April 1, 1887, was four. Fifty-six were committed and fifty-eight were discharged during the year, and two remained April 1, 1887. The remaining prisoners were the two insane patients, mentioned above, who make the jail their home. One of them has been here since December, 1884, and the other since May, 1887. They are allowed to go out at pleasure and have improved greatly. When the present sheriff took charge of the jail one of the insane had been confined for two years and never allowed to go out, and was very violent. The sheriff said that if the man was now locked up he believes he would become a raving maniac in less than a week. The other insane prisoner draws a pension and pays his own way. There is no jail library, but reading matter is furnished when desired. Unruly prisoners are locked in the dungeon. There have been no escapes. The privy vault is very offensive and needs attention. The construction of a sewer would be wise, as the city has contracted for water-works.

POPE.—*Inspected April 25, 1888.* This jail remains without improvement. It was as clean as circumstances would allow. The light in the upstairs room was good, but it was dark in the lower room. Prisoners suffer from cold and heat according to the season. The upper room has fair ventilation, but the openings for light and air in the lower room are very inadequate. Two prisoners were present, awaiting trial. There were two prisoners present April 1, 1887, eleven were committed and thirteen were discharged during the year, leaving the jail vacant April 1, 1888. Prisoners have books and papers furnished. The keeper stated that disorderly prisoners do not have increased punishment, for being locked in this den is punishment enough. The old jail has not one feature to recommend it. It is a discredit to the county and should be abandoned.

PULASKI.—*Inspected April 27, 1888.* This jail was found to be clean, well lighted and heated, and with excellent ventilation. The

cage was empty. There was one prisoner present April 1, 1887, twenty were committed and twenty-one discharged during the year, leaving none present April 1, 1888. Reading matter is furnished to prisoners when desired. Disorderly prisoners have no other punishment. There have been no escapes.

PUTNAM—*Inspected July 3, 1888.* Since last visit to this jail a door of steel grating has been placed at the entrance, which cost \$110. This jail is without light and ventilation, but is well heated. It was found to be as clean as could be made. There were no prisoners present at the time of the visit, and none present April 1, 1887. Four prisoners were committed and the same number discharged during the year, leaving an empty jail April 1, 1888. The keeper stated that "we don't have any disorderly prisoners to punish" and very few of any kind. This jail is a dark dungeon of a place and is perhaps serving the county better when it is empty than when it is occupied. Three prisoners escaped by boring through the floor of the corridor with diamond drills. The windows should be enlarged so as to improve the light and ventilation.

RANDOLPH—*Inspected May 3, 1888.* There has been no change in this jail since last visit, and the criticisms then made are still applicable. It was found to be newly whitewashed and moderately clean. Light and ventilation are excluded. One prisoner was present awaiting trial. Seven prisoners were present April 1, 1887, twenty-one were committed and twenty-six were discharged during year, and two prisoners remained April 1, 1888. Unruly prisoners are locked in cold cell and fed on bread and water. Papers and lights are furnished when desired. No religious services are held. Three escapes have been effected since last visit; two with help and tools from the outside; the rivet on the door hinge was cut, and one female who was temporarily trusted outside, failed to return on the night before this inspection was made, and the keeper was mourning her absence. A new jail is needed.

RICHLAND—*Inspected May 18, 1888.* The condition of this jail might be improved as to appearance, but not much in reality. This is one of the worst jails in the state and a disgrace to humanity. The light was moderate and the ventilation fair except in the cells. The jail is well heated. There was one prisoner present awaiting trial. There were no prisoners present April 1, 1887, but forty-five were committed and the same number discharged during the year, leaving the pen empty April 1, 1888. Insane persons are not committed to this jail. Inquisitions as to insanity are not made until certain of admission to a hospital. Disorderly prisoners are placed in the solitary. Books from the city library are furnished to prisoners. No religious services are held. Some elderly ladies visit about once each week. It is not much trouble to get out of this jail. There were five escapes through the wall since last visit. Two women went through the brick wall by the aid of a table knife. A new jail is a necessity.

ROCK ISLAND—*Inspected June 28, 1888.* There has been no change in this jail. It was found to be in excellent condition in regard to cleanliness. The light and ventilation on the west side were good, but the east wall has no opening for light and the ventilation was poor. Ten prisoners were present; one of them was a female. Five were awaiting trial and five were serving sentence. Eighteen prisoners were present April 1, 1887. One hundred and sixty-two were committed and one hundred and fifty-seven were discharged during the year and twenty-three remained in prison April 1, 1888. Religious services are sometimes held. The prisoners have reading matter furnished. Unruly inmates are locked in cells. There have been no escapes. No improvements are needed.

SALINE—*Inspected April 28, 1888.* This jail is in no better condition than it was at the time of the last visit, but rather worse. The light was poor and the ventilation bad. It was well heated. There were no prisoners present. The number present April 1, 1887, was twelve; the number committed during the year was thirty-six and the number discharged during the same period was forty-eight, leaving the jail to the exclusive occupation of the bed-bugs and other enterprising vermin, April 1, 1888. During the year there have been thirteen prisoners in this smothering hole at one time, and how they managed to survive the night remains a mystery. No religious services are held in this jail, there is not room. Prisoners who violate the rules are locked in cells. A new jail is needed, but the county is now running on tick. The court granted a mandamus, compelling the payment of a certain claim, which left no money in the treasury.

SANGAMON—*Inspected July 19, 1888.* This jail is always kept clean and neat. The light, heat and ventilation were good except in the old building. There were twenty-six prisoners present; three of them were women and one was a boy under sixteen years of age; seven of the prisoners were awaiting trial and nineteen were serving sentence. There were fifty-six prisoners present April 1, 1887; one thousand three hundred and forty-two were committed and one thousand three hundred and seventy-nine discharged, leaving nineteen prisoners present April 1, 1888. Some of the prisoners committed and discharged were United States prisoners, but the larger portion were tramps, who were committed one day and discharged the next. Religious services are held every Sunday by the Y. M. C. A. or the W. C. T. U. Disorderly prisoners are locked in cells. Reading matter is provided. There have been no escapes since last visit. An apartment for female prisoners is needed and provision for the custody of the insane should be made. The wooden cells in the old building, which are alive with vermin, should be removed and cells of better material placed there.

SCHUYLER—*Inspected June 19, 1888.* Since last visit a pine floor has been laid in the corridor and in the cells, which is an improvement on the old rough stone floor. The high jail fence has

been removed so that better ventilation has been secured. The jail was in good condition in regard to cleanliness, the light and ventilation were poor but much improved since last visit. The jail is comfortably heated by a stove. There was only one prisoner present; he was awaiting trial. One prisoner was in jail April 1, 1887, thirty-two were committed and thirty-three were recorded as discharged during the year, leaving no prisoners in the jail April 1, 1888. One prisoner who was committed May 26, 1887, on the charge of burglary, committed suicide by hanging the next day. Religious services are sometimes held, but not often. The prisoners are furnished with books and papers. Disorderly prisoners are confined in cells. The sewer connecting with the water closet is very troublesome, choking up at times and generally throwing out a foul odor. A new jail is needed.

SCOTT—Inspected May 29, 1888. There has been no change in this jail. It was found to be clean, well heated and the ventilation fair but the light was poor. There were no prisoners present at the time of this visit. One prisoner was present April 1, 1887, twenty-four were committed and twenty-one discharged during the year and four remained in jail April 1, 1888. Prisoners who violate the jail rules are locked in cells. No religious services are held, but reading matter is furnished. There have been no escapes and no improvements are needed.

SHELBY—Inspected June 4, 1888. Since last visit to this jail city water has been introduced and sewer connections made. The jail was found to be clean. The light and ventilation in the cells were poor. The jail is comfortably heated in cold weather. There was only one prisoner, a woman, present awaiting trial. There were nine prisoners in jail April 1, 1887, thirty-one were committed and forty were discharged leaving the jail unoccupied April 1, 1888. Disorderly prisoners are locked in cells. There is no jail library, but books and papers are furnished. No religious services are held. One prisoner escaped since last visit, by forcing the lock of the entrance door, but was recaptured. A new jail is needed.

STARK.—Inspected June 29, 1888. This jail is such a terror to evil doers that Stark county is shunned by the criminal class and as whiskey is not allowed to be sold in Toulon very few are disorderly, so it seems that there is very little use for a jail except as a terror. The jail is only used temporarily, over night or when court is in session. Prisoners serving jail sentences or awaiting trial are sent to the Peoria county jail. There were no prisoners present April 1, 1887. Three were committed and the same number discharged during the year ending April 1, 1888.

ST. CLAIR.—Inspected May 5, 1888. This jail was found to be in excellent condition. The light is good in the corridors, but dark in the cells. The ventilation is good generally, but might be improved in the cells. The jail is well heated. Nine prisoners were present; one of them a woman. Five were awaiting trial and four were serving sentence. There were twenty-three prisoners present April 1, 1887, one hundred and twenty-five were committed and one

hundred and thirty-nine discharged during the year, leaving nine prisoners present April 1, 1888. Disorderly prisoners are locked in cells without food. Books and papers are provided for prisoners. Religious services are held every Sunday by the Y. M. C. A. There have been no escapes since last visit.

STEPHENSON—*Inspected August 22, 1888.* Since last visit the sewer which was defective has been repaired and the privy seats have been improved. All necessary plumbing has received attention, and a new boiler for heating the jail has been placed in the basement. Cleanliness seems to be still the rule in every department. The light and ventilation were good and the jail well heated during cold weather. Four prisoners were present; one was a boy under sixteen years of age, and one an insane man awaiting admission to a hospital. Fifteen prisoners were present April 1, 1887, thirty-five were committed during the year and forty-four were discharged, leaving six prisoners present April 1, 1888. Unruly prisoners are locked in the dungeon. Reading matter is furnished and religious services are held occasionally. There have been no escapes.

TAZEWELL—*Inspected June 30, 1888.* This jail is a disgrace to civilization. It is dark, damp and has no ventilation. Prisoners become sick from the foul odor and the dampness. The jail should be annihilated. It is not fit to keep hogs in. Grand juries have condemned it again and again but it seems to have had no effect, as the county commissioners refuse to erect a new jail. The commissioners who reside at Pekin and in the immediate vicinity are in favor of a new jail, but those residing at a distance are opposed to it. It is county *vs.* town. In the meantime innocent men are at times kept in this mankilling hole, breathing its vile odor and having their systems impregnated with disease. The county will have a heavy bill of damages to pay if the use of this jail is persisted in. The jail was as clean as could be made, but no amount of labor will make it look decent. The light was poor and the ventilation bad. The privy vault had no outlet and the foul odor pervades the jail. There were two prisoners; one serving sentence and the other awaiting trial. Two prisoners were present April 1, 1887, sixty-one were committed and fifty-seven were discharged during the year and six prisoners remained in jail April 1, 1888. The keeper of the jail stated that he has not had any disorderly prisoners to punish and if he had the jail punishment can't well be increased. There have been no escapes from the jail. One prisoner escaped from the jailor while outside. A new jail should be erected or the county commissioners should be indicted and incarcerated in the old jail until they incline to be a little decent. Dr. J. H. Rauch, Secretary of the State Board of Health, was requested by the sheriff to call and examine the jail and his report is as follows: "On the 14th of July I made an inspection of the Tazewell county jail at Pekin, concerning which I subsequently wrote to the sheriff in unqualified condemnation of the structure.

That portion of it in which the male prisoners are confined consists chiefly of a room 27x28 feet, and 8½ feet high; this is divided by heavy iron bars into eight cells and, with its stone floor resting directly upon the ground, resembles a cage for wild beasts rather than anything designed for human occupancy. The only ventilation is by three small apertures, 27x30 inches, fully one-third of the space obstructed by heavy iron-work. These apertures are situated in the upper part of the wall, thus still further reducing their ventilating value, which is only nominally aided by two so-called air-shafts. Openings through the stone flagging in corners of the room communicate directly with shallow holes in the ground which constitute the only cloacæ. To empty these it is necessary to tear away the outside wall and then rebuild. The result may be imagined, but not described. Diarrhoeas and low continued fevers prevail among the prisoners confined in this damp, noisome stone dungeon. If this jail is the result of a studied effort to outrage every law of health, humanity and decency, the effort is a disgraceful success."

UNION.—*Inspected April 20, 1888.* This jail was found to have been newly whitewashed and was as clean as such a dark, damp jail can be made. The light and ventilation were bad, the openings in the walls being too small to admit either light or air in sufficient quantity. The jail was imperfectly heated by a stove placed in the entrance corridor. The sewer was still very offensive. There were five prisoners present, all awaiting trial. The number of prisoners present April 1, 1887, was seven; thirty-three were committed during the year, thirty-seven were discharged, and three prisoners remained April 1, 1888. The keeper stated that he has had no disorderly prisoners to punish, and that if he had he would be at a loss to know how to increase their punishment. Reading matter and lights are furnished. No escapes from the jail.

VERMILION.—*Inspected June 7, 1888.* This jail was found to be in excellent condition. The light and ventilation was very good, and the jail is well heated by steam. Two prisoners were present. There were five prisoners present April 1, 1887; one hundred and twenty-five were committed and one hundred and seventeen discharged during the year, and thirteen prisoners remained April 1, 1888. Unruly prisoners are locked in cells and kept on short rations. There is no jail library, but reading matter is furnished by the sheriff. Religious services are held every Sunday by the W. C. T. U. Six prisoners escaped by removing the iron from around the register, passing to the basement and through the flue to the top of the residence. All were recaptured except one. A grated door is needed at the entrance from the office, and the cells and other ironwork should be painted.

WABASH.—*Inspected May 16, 1888.* Since last visit this county has erected a jail and jailor's residence combined. The building is of brick and the residence part is two stories in height, with

three rooms on the lower floor and two rooms and two cells, 6x8 feet, for female prisoners in the second story. The jail proper is 14x15 feet and has two steel cells, each $8\frac{1}{2} \times 7\frac{1}{2}$ feet, and a jailor's corridor 6 feet in width. The building was erected and the steel work was done under contract with Messrs. Paultey Bros., of St. Louis, for five thousand dollars, and was completed and occupied in the month of October, 1887. The jail was found to be in the best condition in every respect. The light and ventilation were good and the jail was well heated by a stove. There were two prisoners present, one man and one woman. Five prisoners were committed from the time of its first occupancy; one of them escaped while the door was open and four remained in jail April 1, 1888. Prisoners who disregard jail rules are confined in cells. No religious services are held, but books and papers are furnished.

WARREN.—*Inspected June 26, 1888.* The condition of this jail was found to be good and as clean as could be made. The light and ventilation were good and the jail was well heated. There were two prisoners present, one awaiting trial and one was a crazy man from the county farm, sent here to keep him out of mischief. Eight prisoners were present April 1, 1887; thirty-four were committed and thirty-eight were discharged during the year and four prisoners remained April 1, 1888. Unruly prisoners are locked in cells and handcuffed to the doors. The prisoners are furnished with reading matter. No religious services have been held for a year past. Two prisoners escaped since last visit. One remained in the corridor after the other prisoners were locked up and slipped out; the other, who claimed to be sick, was allowed too much liberty.

WASHINGTON.—*Inspected May 8, 1888.* This jail was found to be in poor condition. It had the appearance of being dirty and needed whitewashing. It was heated by a stove. The light was not good, and the ventilation, especially in the cells, was bad. The prison wall prevents the free circulation of air. There was only one prisoner present, awaiting trial. Seven prisoners were present April 1, 1887; fourteen were committed and twenty were discharged during the year and one prisoner remained April 1, 1888. Mrs. Gerstember, the widow of the former keeper of the jail, has charge. She stated that the prisoners generally behave very well under her management, even better than when controlled by a man, and that she has had no occasion to punish any of them. No religious services are held. Sometimes a lady of the city visits and talks to the prisoners. Books and papers are furnished when desired. One prisoner, a woman, escaped with outside help, since last visit. Something should be done to improve the ventilation.

WAYNE.—*Inspected May 16, 1888.* Since last visit to this county the county offices were destroyed by fire and many valuable records lost, but the worthless old jail still remains. The jail was as clean

as such a jail can be kept. The light and ventilation in the corridors were good, but the cells are dungeons, where light and ventilation are total strangers. The jail is imperfectly heated by a stove. One prisoner was present, awaiting trial. Three were present April 1, 1887, thirty-five were committed and thirty-four were discharged during the year, and four remained in jail April 1, 1888. The prisoners are furnished with reading matter, but religious services are not held. The keeper stated that he has had no occasion to punish unruly prisoners. Since last visit five prisoners broke jail by kicking out a window. Prisoners have but little trouble in getting out if left in the corridor. A new jail is much needed and may probably be erected in a year or two. The county offices are in a private building.

WHITE.—*Inspected April 23, 1888.* Since last visit grating has been placed at the windows on the inside. The jail was found to be clean and in excellent order for such a badly arranged jail. The light and ventilation were good, except in cells. The jail was poorly heated by a stove. One prisoner was present at the time of the visit. Eight prisoners were present April 1, 1887, forty-five were committed and forty-eight were discharged during the year, and five prisoners remained April 1, 1888. Prisoners who violate the rules are locked in cells. Reading matter is furnished and the prisoners are visited by the W. C. T. U. on Sunday. Two prisoners escaped since last visit. One broke the door and the other unlocked his cell door by the use of a duplicate key and went out through the roof. This county is nearly out of debt and is well able to build a new jail. The jail in its present location is a nuisance to the neighborhood and to the passers-by. Many of the prisoners have no sense of decency and often assail those who pass that way with vile and indecent language. Common decency and justice demand the erection of a jail in some locality where its inmates can not make themselves a terror and a pest.

WHITESIDE.—*Inspected August 14, 1888.* Since last visit to this jail the sheriff's residence has been enlarged by an addition of brick 16x24 feet, three stories in height, which contains six rooms. The jail had been newly painted and was as neat and clean as possible and had the appearance of a new jail. The light and ventilation were good and it was comfortably heated by a stove. Six prisoners were present, one of them a woman; all were serving sentences. Two prisoners were present April 1, 1887, sixty-three were committed and forty-seven were discharged during the year, and eighteen remained in prison April 1, 1888. Religious services are sometimes held and reading matter is furnished. Disorderly prisoners are handcuffed to the bars of the corridor. There have been no escapes and no improvements are needed.

WILL.—*Inspected August 27, 1888.* This jail was found to be neat and clean, and in good condition generally. It is well heated and the light and ventilation were good. There were eighteen prisoners present: sixteen males and two females; seven of them

were awaiting trial and eleven were serving sentence. One prisoner was present April 1, 1887, one hundred and thirty-five were committed and one hundred and thirty were discharged, leaving six prisoners in jail April 1, 1888. Disorderly prisoners are locked in cells, and if very unruly they are placed in the dark cell. Religious services are held every Sunday afternoon. Books and papers are furnished to those who ask for them. There have been no escapes. The jail sewer is frequently clogged up and needs attention. Prisoners serving jail sentence should be required to work, and a place should be provided where they would be compelled to labor.

WILLIAMSON.—*Visited May 1, 1888.* This county has no jail, but may build one in a year or two. A court-house was in process of erection at the time of this visit, which will cost from twenty-five to thirty thousand dollars. Prisoners were sent to the Perry county jail before the Johnson county jail was erected, but they are now sent to the latter county.

WINNEBAGO.—*Inspected August 22, 1888.* This jail was found to be in the best condition. The light and ventilation were good, but it has not been comfortably heated in severe weather. Five prisoners were present awaiting trial. There was one prisoner present April 1, 1887, thirty-nine were committed and thirty-four were discharged during the year, and six prisoners remained April 1, 1888. Books and papers are furnished but no religious services are held. Disorderly prisoners are locked in the dungeon. There have been no escapes. The jail was in excellent repair and no improvements were needed.

WOODFORD.—*Inspected July 1, 1888.* This rotten, odorous den still pollutes the air. It was as clean, in appearance, as it could be made. Darkness prevailed in this jail and gross darkness in the minds of the county commissioners. There was no ventilation. The jail is well heated in cold weather. There were two prisoners present awaiting trial and taking in the richness of the atmosphere. Four prisoners were present April 1, 1887, fourteen were committed and eighteen were discharged, and the jail was empty April 1, 1888. Prisoners are generally orderly. Books and papers are furnished. No religious services are held. There have been no escapes. The county seat question is still unsettled, and a majority of the supervisors are opposed to the erection of any more county buildings in Metamora, so the erection of a jail is postponed.

CHAPTER IX.

CRIME, THE CONVICT, AND THE PRISON.

The advance of human intelligence is marked by an increased ability to discriminate between objects of thought which, in a more primitive stage of mental development, are apt to be confounded. The untutored man sees the abstract only in the concrete; and so, in the early history of mankind, the power which stood for government confounded the offender with his offense, and got rid of both at once by the convenient process of decapitation or some other summary equivalent. Unless we, in these days of supposed enlightenment, when we discuss the prison question, distinguish sharply in our minds between crime and the criminal, we shall lay ourselves open to the charge of having relapsed into barbarism.

For it requires but little reflection to enable us to see that the question of the suppression of crime is one thing, and that of the restoration or destruction of the criminal is quite another. That which most interests and concerns society is the suppression of crime, irrespective of the effect which the measures adopted for its suppression may have upon the men who commit crime. It is essential to human happiness that there should be social order and security; that the government should protect the lives, the liberty, and the property of the persons over whom, with or without their consent, it exercises authority. These ends must be secured, no matter who suffers, nor to what extent. The individual must be sacrificed, if necessary, to the good of the greater number. If the suppression of the criminal is essential to the suppression of crime, the criminal must be suppressed.

But it is possible to check the growth of crime, at least partially, without resorting to measures of extreme severity against criminals. This end can be accomplished, first, by the prevention of crime by means of a wise, thorough, and efficient police system; and second, (in some cases if not in all), by the reformation of

the criminal, instead of incapacitating him by death or perpetual imprisonment from the prosecution of a criminal career. Evidently, we are not justified in the adoption of harsh methods for the reduction of the volume of crime in the community, when milder ones will answer. Severity, when pushed beyond the limits of necessity, becomes injustice, and injustice inevitably reacts unfavorably upon its perpetrators. The experience of mankind has convinced all civilized nations of the impolicy of incorporating into their criminal codes the excessive and vindictive penalties for crime, which were once believed to be indispensable. The attempt in past centuries to enforce such penalties defeated itself, because, if judges and juries recognized their injustice, they declined to enforce them, the criminal went unwhipped of justice, and an element of uncertainty was imported into criminal procedure, which tended to bring the law into contempt, and so to encourage crime; on the other hand, if these penalties were in fact enforced, the moral sense of the public at large revolted against them, and their enforcement incited and prepared the way for political revolution. We have now to a very large degree outgrown them, though public opinion has not yet reached that point where jurists and statesmen for the most part believe that capital punishment, the supreme form of torture, can safely be dispensed with. But, with the progress of the human race, a system of protection of property and life through the agency of the police, though still very far from perfect, has been developed; and the idea that imprisonment for crime is neither exclusively, chiefly, nor perhaps at all expiatory in its character, but that it may be made the means of the restoration and rehabilitation of the convict, has within the last hundred years taken root in the minds of men.

The first question, therefore, which confronts us, in entering upon the discussion of this subject, is: What is crime? Crime must be distinguished, on the one hand, from sin, which is the violation of the moral law. An act may be sinful, which is not criminal. On the other hand, it must be distinguished from vice, which is contrary to the law of self-preservation, and which does not terminate, directly and in the first instance, upon others, but upon the man himself who indulges in it. Its effect upon others is indirect. It does not immediately threaten social order or security. Crime is the violation of human law, of statutory enactments or of the accepted provisions of the common law. Human law has for its design, not the regulation of religious beliefs or of private morals, but the preservation of the civil and political rights of individuals and of the community. It aims to preserve the peace between man and man, to adjust the relations of men in their intercourse with each other, to define their mutual rights and obligations, and to prevent or punish any infraction of those rules, the observance of which is essential to human life in association. The enforcement of religious belief by law is the fruitful mother of oppression and hypocrisy,—twin monsters; it leads, logically, to religious wars or to the inquisition; it murders

freedom of thought, of speech, and of action; instead of protecting public peace and security, it is their active and ever-present foe; and it renders the free and happy life of any people in association impossible. The attempt to enforce by legislation any given standard of private morals is equally unjust and futile. The regulation of every man's private life, so long as his actions do not threaten public order and security, must be left to his individual conscience and sense of propriety. The evils of sumptuary legislation are well-known and are admitted on all hands. Again, crime properly so-called must not be confounded with the violation of purely police regulations embodied in municipal ordinances. A city government, for instance, may decide to pass an ordinance forbidding the erection of signs which project over the pavement; or it may require all householders to deposit their ashes and other refuse matter in barrels placed in an alley, in order that they may be conveniently carried away by the public scavenger. These regulations may be enforced by appropriate penalties in the form of fines, and, if the fines are not paid, those convicted in the police courts of having disregarded them may be compelled to work out the fines imposed by undergoing a short term of imprisonment. But it is clear that the transgression of a rule like this, which involves no moral delinquency, and which is not an invasion of the rights of any individual, does not constitute the transgressor a criminal, and he should not be accounted as a member of the crime class. The failure to perceive this obvious distinction has led many persons to make statements regarding crime and criminals which are wide of the truth. In dealing with the statistics of crime, convictions and punishments for this class of misdemeanors ought to be carefully eliminated, if we do not wish to mislead the public. But, in consequence of the imperfection of our criminal statistical records, it is often very difficult to separate actual crimes from purely nominal offenses. Once more, it is important to observe the distinction between crime and insanity or intellectual imbecility. Although crime is not to be confounded with sin, yet a moral character attaches to crime, which does not attach to the actions of a lunatic. The diagnosis of insanity is a task not so difficult as its definition. Mistakes in diagnosis may be and have been made; but no one has yet succeeded in framing an intelligible, exhaustive, and correct definition of insanity. Some lunatics and imbeciles lack the capacity to distinguish between right and wrong, in respect of acts which, if they could recognize their moral and legal character, would be undoubtedly criminal. Some of them commit quasi-criminal acts under the influence of insane delusions, and, where the connection between the delusion and the act is apparent, the law will not suffer the actor to be held criminally responsible for his act. In a third class of cases, not so numerous as either of the other two, a lunatic, though able to distinguish between right and wrong, and not acting under the influence of any known delusion, acts nevertheless under an

irresistible influence, the product of a diseased brain; and, if this fact can be established to the satisfaction of the court, the lunatic goes free of punishment. Insanity and crime resemble each other, in so far as both the one and the other lead their subjects to commit actions which threaten public peace, order and security. There are perhaps comparatively few lunatics in whom the moral sentiments are not more or less impaired, at least in certain directions. Some of the insane are thievish, some lecherous, some manifest a propensity to set fire to houses, others to destroy property in other ways, some are quarrelsome, commit acts of violence, and even take human life. The problem of moral and legal responsibility is confessedly the most difficult question of solution with which the human intellect has ever grappled. The answers given to it depend upon our conception of the nature of mental activity, whether we regard it as independent of any connection between the human soul and the human body, or merely as a physical function of the brain; upon our view of the nature and limitations of the freedom of the will; and upon our general theory of morals. But, without attempting to define moral responsibility, or to say wherein it consists, if there is any such thing, (though we firmly believe in it), or how the degree of moral responsibility which attaches to any given act is to be determined or estimated, let us confine our attention to the question of legal responsibility, which is a different thing. Legal responsibility is liability to suffer the penalty denounced in the law against those who commit specific acts. Whether the law is right or wrong is not the point at issue. If we pursue this subject into all its possible ramifications, and begin to discuss the abstract, metaphysical question of the right of any human government to inflict punishment for crime, we shall lose ourselves in the fog of profitless and interminable speculation. We might admit, merely for the sake of getting by this point without further argument, that government has no right to punish any one, in the sense of taking vengeance upon him for the violation of law; yet the government has the power to do precisely this, and it exercises it. Here, again, we may be confronted with the declaration that the infliction of legal penalty is not punishment, that the criminal code contemplates merely the protection of society and the good of the offender, that it has not been instituted with a view to the satisfaction of justice, abstractly considered, of the nature of which human intelligence has at best but a vague and inadequate notion, and which it is incapable of administering. This is a mere dispute about words. The simple fact is that, if a man commits an act forbidden by the criminal code, and it is proved in open court that he has committed it, the court will sentence him to undergo the penalty prescribed in the statutes, unless the court is satisfied that he is insane. In that event, no penalty will be enforced against him. In other words, the law holds a man who has wilfully and maliciously killed another to be legally responsible, and it hangs him. Another man who has committed a homicide far

more atrocious in its character, and with less provocation, is adjudged, although the facts in the case are admitted, to be legally irresponsible, because he is believed to be insane, and his life is spared, notwithstanding the statutory provision for the punishment of murderers. The common sense of mankind recognizes the justice of this distinction. The law is the embodiment and expression of the popular conviction that men in the full possession of their faculties have the power of choice, and that, where they choose to do wrong, they are liable to punishment; but that, if the power of choice is lacking, through disease, they are not responsible, and the infliction of any penalty, however slight, on account of what they have done, would be the denial of that principle of justice of which our courts are supposed to be the bulwark and defence. An insane person, in the eye of the law, is not and can not be a criminal.

Is crime, in the limited sense in which it has been defined in the preceding paragraph, increasing or decreasing in this country? The answer to this question must be sought, first, in the census. The census of inmates of prisons prior to the year 1880 is known to have been very imperfect, and the results stated in the published census reports are not worthy of entire confidence. They have, nevertheless, some value as surface indications at least of the growth of crime. The census of prisoners was first taken in the year 1850. In that year, with a total population of 23,191,876, the number of prisoners reported was 6,737, or 290 in each million of the population. In 1860, with a population of 31,543,321, the number of prisoners reported was 19,006, or 607 to the million. In 1870, with a population of 38,558,371, the number of prisoners reported was 32,901, or 853 to the million. In 1880, with a population of 50,155,783, the number of prisoners reported was 58,609, or 1,169 to the million. So far as these figures can be trusted, they go to show that the ratio of prisoners to the total population, in the United States, is now four times as great as it was only thirty years ago. This fact, if it be a fact, is one which merits more attention than has been paid to it. It is true that the number of persons in prison at a given date does not indicate with precision the amount of crime committed within the year. If, for instance, we undertake to compare the prison population of one state with that of another, we discover that the number of prisoners depends partly upon the comparative vigor with which crime is pursued by the officers of the law, partly upon the average length of sentences imposed, and partly upon the inclusion or exclusion of persons sentenced for trivial offenses, such as drunkenness, disorderly conduct, and the like, which are not properly speaking crimes. The same is true of any comparison which may be made between the number of persons in prison in 1850 and 1880. What we need, in order to gauge accurately the amount of crime, is a record of judicial convictions, from year to year, such as is kept by the English government. This we have not, at present, and there is no prospect of our getting it

soon. The United States government could hardly render a greater service to the people of this country, than by making provision for the collection, collation, and publication in an annual volume of the judicial statistics of all the states and territories. Such a record would enable us to measure the advance or retrogression of the popular respect for law; we could then judge of the efficacy of our criminal codes and prison systems, and could amend them in those particulars wherein they require alteration and improvement. In the absence of such statistics, and in view of the imperfection of the census, the only other means at our command by which to determine whether crime is increasing more rapidly than the growth of our population would warrant, is to consult the published reports of our state prisons. The criminal law makes a very curious distinction between felonies and misdemeanors. For a felony a man is sent to a penitentiary; for a misdemeanor he is committed to a minor prison. A misdemeanor is an offense for which a man is not sent to the penitentiary; a felony is an offense for which he is so sent. Manifestly this is reasoning in a circle and the definitions of a felony and a misdemeanor, respectively, are definitions in name rather than in fact. Still, we understand very well what is meant by these expressions. Generally speaking, a felony is an offense so grave that it is thought to be worthy of punishment by imprisonment for a term not less than one year in its duration. If, therefore, we confine our attention to the reports of prisons in which none but felons are incarcerated, we shall not make the mistake of including, together with the petty thieves, other misdemeanants whose offenses are purely technical. We have not access to any complete file of prison reports, and do not know of any in existence. Such examination as we have been able to make of the reports for Maine, New Hampshire, New York, New Jersey, Pennsylvania, Illinois, and Minnesota, shows that, in those states, which had, in 1860, a total population of 10,297,311, there were 2,721 commitments to state prisons that year. That is to say, there was one commitment to every 3,784 of the population. But, in 1880, when the population of the states had grown to 15,351,549, there were 5,172 commitments, or one to 2,968 of the population. While the populations of these states increased about fifty per cent., the number of commitments for felonies nearly doubled; we may therefore infer that there are now nearly one-third more convictions for crime, in proportion to the population, than there were twenty years ago. That this should be so, is a lamentable commentary upon our social condition. The question of the causes of crime is one of great difficulty. There are many causes which might be assigned for this sudden and rapid growth. But we call attention to it simply for the purpose of emphasizing the remark that our penal and prison system has failed to accomplish what we had a right to expect of it, namely, to hold the growth of crime in check. It must, therefore, be conceded that it is defective, and that it needs amendment.

We should be glad to make some observations, at this point, on the causes of crime, were it not that we fear that we should be led too far away from the particular point which we wish to discuss. The causes of crime are in the constitution of human nature and in the organization of human society. They are very complicated, and some of them are very remote. Their roots run far back into history, especially into the family history of the criminal. They are partly negative, partly positive. To show why any individual who may be named fell into crime, we must know his physical, intellectual and moral nature, the circumstances of his life, and the temptations to which he has been exposed. Any discussion of the causes of crime, to be complete, must be a treatise on social conditions and relations in general, and social evils in particular.* It is easy to pick out a single cause, such as intemperance, and declare that, if we could put a stop to the operation of this one cause out of many, crime in the world would substantially cease. But it is not true; and, if it were, the question would still arise, what practicable method is available to us by which to put a stop to its operation?

The effects of crime are more apparent. We confine our attention, however, to its cost. This is difficult to estimate. The problem involves many elements, of which some are very obscure. The cost of the police departments of the United States was said, at the time of taking the last census, to be fifteen million dollars. This did not include the cost of the private detective force. In the second place, there are in this country more than 2,000 courts which possess more or less criminal jurisdiction, besides more than 80,000 justices of the peace. It is impossible to say how much our judicial system costs us, with its judges, clerks, attorneys, bailiffs, witnesses, and jurors. Neither is it known what proportion of this total bill of expense is chargeable to the civil and criminal dockets, respectively. If we assume the criminal costs to average five thousand dollars per annum in each court of record, and one hundred and twenty-five dollars in each justice's court, the sum of these items will be twenty million dollars. In the third place, there is the cost of maintaining the prisons. The number of inmates of prisons and reformatory institutions, in 1880, was 70,000. Assuming that the charge for keeping up the prisons, including building and repairs, is not less than two hundred dollars per year for each prisoner, this item of expense will amount to nearly or quite fifteen million dollars annually. These three items, taken together, constitute the enormous sum of fifty million dollars annually, raised by taxation, to defend the community against the ravages of crime. In this computation we have not

* In discussing the causes of crime, we need always to remember the truth expressed by F. W. Robertson, of England, in the following words: "Most evil is perverted good. For instance, extravagance is generosity carried to excess. Revenge is sometimes a sense of justice which has put no restraint upon itself. Woman's worst fault is perverted self-sacrifice. Incapacity comes from innocence. There are some men who see all the evil, and never trace, never give themselves the trouble of suspecting the root of goodness out of which it sprang. There are others who love to go deep down, and see *why* a man came to do wrong, and whether there was not some excuse, or some redeeming cause, in order that they may be just." (Sermon on the Pre-eminence of Charity.) Perhaps Mr. Robertson would have expressed himself more accurately, had he said "much" instead of "most."

included any estimate of the sums paid by the accused to their attorneys, nor of the losses to individuals resulting from successful fraud and depredations. Economic considerations, if not those of a higher order, demand for the prison question a degree of attention on the part of legislators and of the public at large which has not yet been accorded to it.

Thus far we have spoken of crime in the abstract. But crime is an act, and an act implies an actor. Every crime is committed by an individual, who, by this act, becomes a criminal. But here, again, we must discriminate. In the sense of having, at some period of life, perpetrated some act which, if it had been discovered and brought to the attention of a court of justice, would have subjected the perpetrator to some penalty prescribed in the criminal code, probably every man living may be said to have been, if he is not now, a criminal. The first distinction, therefore, which we must make in speaking of criminals, is between the convicted and the unconvicted. There is no legal maxim more familiar than that which declares that the law presumes every man to be innocent until he is proved to be guilty. A more important distinction is that between the accidental criminal and the habitual or professional criminal. No man knows what he himself might do under the stress of extraordinary temptation. Men have been compared to the iron beams used in the construction of modern warehouses, each of which has its maximum limit of possible strain. If not overloaded, it will carry the weight for which it was designed; but, when subjected to a pressure beyond its strength, it breaks. This is no doubt what is meant by the proverb that "every man has his price." The iron of which a girder is composed may be good iron, and there may be no flaw in it; still, it may break. So a man who is a good man may be placed in circumstances under which he will commit an act which he did not suppose himself capable of committing, and of which those who know him best would not have suspected him. Such a man is an occasional criminal. The crime of which he is convicted is foreign to his ordinary and habitual character. He may endure punishment, profit by it, and, when released, resume his former place in society with even less liability to be carried off his feet by a renewal of the circumstances under which he fell than before his conviction. Many a petty defaulter has been rendered honest by the simple fact of detection, coupled with forgiveness and concealment, without ever going to prison. Many a man who has killed another in the heat of passion has exhausted his capacity for murder by a single homicide, and might safely be allowed henceforth to go at large. But there is always danger that one who has once taken the fatal step across the line which divides crime from virtue will be unable to retrace it. He has lost confidence in himself; he feels that he has forfeited the respect of others; he gravitates toward a lower stratum of moral association; he is disgraced and enfeebled. He tends to a repetition of the act into which he has been betrayed, or to some other act of crime. But there are members of the criminal class whose

entrance upon a career of crime was not the result of an accidental fall, but of hereditary predisposition or youthful training for it. We may distinguish three grades of criminals: (1) those who have fallen into crime once, but are tolerably certain not to commit crime again, if given a fair chance to redeem themselves; (2) those who, having committed crime at an unexpected moment, under the stress of peculiar temptation, are of too weak moral character or have too little strength of will to extricate themselves from the snare in which their feet have been caught, and who tend to become habitual criminals, unless very strongly impressed while in prison and very securely guarded after their liberation; (3) those who were either born criminals or who have been subjected from their earliest infancy to such an atmosphere of crime as to have corrupted their moral nature beyond all human probability of redemption.

Now, whether the object of the criminal law is to inflict punishment for an act already past, or to secure for the prisoner the remedial treatment which he requires, it seems to be beyond dispute that criminals of these three different grades ought not to be subjected to the same amount and character of punishment. If the law undertakes to apportion punishment according to evil desert, it is plain that the good man who has been betrayed into crime in a moment of weakness, under the stress of violent temptation, does not deserve the same condemnation that is due to a hereditary and incorrigible scoundrel. But how is guilt to be weighed or measured by us? It may be said in favor of the incorrigible scoundrel, that he is more completely the victim of his antecedents and of his surroundings than the other, and that therefore there are extenuating circumstances in his case, which do not plead for the man who has sinned against greater light and who had more original force to withstand temptation. If, on the other hand, the question is one of treatment merely, it must be obvious that a term of imprisonment so short as to be merely nominal will answer in the former case, while for the latter incarceration for life may prove insufficient to eradicate the criminal bias.

Whatever may have been the original basis of the criminal law, it has beyond doubt been administered, at least until within the present century, very largely in a vindictive spirit. Certainly this was true of the codes of antiquity, the Egyptian, the Syrian, the Assyrian, the Persian, the Greek, and the Roman. That murder should be avenged by murder, that he who strikes another should himself be struck, said Eschylus, is the most ancient of all laws. The ancient codes conceded to every person wronged by the act of another the right of revenging himself. In the earliest times, offenses even against a ruler were regarded rather as private than public, as torts or injuries rather than crimes. The amelioration of the severity and barbarism of these ancient codes was due to the gradual acceptance of two principles: First, that an injury might be compounded, and that the injured party might accept from the man whose life was forfeited to him an agreed recom-

pense in money, or its equivalent; and, second, that the state might assume the infliction of vengeance, in the name of the party wronged, and acting as his representative. That the administration of justice, private or public, was originally purely retributive, is a historical fact of which we have abundant and convincing evidence. The scale of penalties, of which European criminal codes have so much to say, is a survival of this primitive conception of the end of punishment. So long as this idea prevailed, prisons were places of horrible oppression and suffering. The practice of inflicting torture survived, until the treatise of Beccaria on crimes and punishments, first published in 1764, had had time to do its work. In some countries of Europe it was not abolished until after the American revolution. This is true of Sweden, France, and Austria. When John Howard, the sheriff of Bedford, published his great historical work on the State of Prisons, in 1777, he complained that in half of the county jails of England debtors had no bread, and that in some jails felons had none. They would have starved to death but for the benevolence of private persons, who formed societies and gave money for their relief. The great reform which has taken place in the construction and management of prisons may be said to date, in nearly or quite all civilized nations, from the time of Howard. It is in effect scarcely a century since it began. In the female department of the Newgate prison, in London, Elizabeth Fry demonstrated the susceptibility of prisoners to religious instruction, when given in sincerity and in the spirit of kindness. The growth of the spirit of humanity in the treatment of prisoners, and the introduction of useful labor and of religious and secular teaching into prisons, have been gradual but continuous and rapid. As the severity of prison life has abated, it has become apparent that prisons have another use than that of serving as places of punishment,—that they may become places of penitence and of reformation as well; hence the name penitentiaries. The severity of the criminal code has at the same time been relaxed. The French revolution was a powerful agent in bringing about this relaxation. The impossibility of adjusting penalty to guilt in the code itself has become so obvious, that it is now almost the universal usage to prescribe maximum and minimum penalties for each offense, and to allow to judges discretionary power, within the limits prescribed by law, in pronouncing sentence upon persons convicted before them. Judges themselves at last begin to perceive that they, like the legislators who frame these codes, are also incapable of adjusting penalty to guilt. If judges do not see this, it is clear to convicted prisoners, who compare sentences with each other, after their incarceration; and it is equally apparent to the officers of prisons. It has been supposed that the pardoning power would suffice to correct the inequalities in the administration of criminal justice. But experience has proved that this is not the case. The governor has not before him the evidence upon which sentence was pronounced, nor has he the time to examine it critically, if he had. It is impossible for him to revise and correct the sen-

tences pronounced by the courts, except in very flagrant instances of injustice, which have to be strongly pressed upon his attention. It is his function to sustain the administration of justice, rather than to weaken it; and he is compelled, as a rule, to uphold the decisions which have been pronounced by the courts. To do otherwise would be to raise a popular clamor against himself and to impair his authority.

The changes which have taken place in criminal jurisprudence and in prison discipline suggest the character of the changes which are likely to follow. There has been a gradual amelioration of the condition and treatment of the convict, which is likely to continue. The criminal who at one time would have been murdered in a vendetta; and, at a later date in the history of the world, would have been murdered by the civil authority; and, still later, would have benefitted by the substitution for the death-penalty of exile, slavery, perpetual imprisonment, or pecuniary ransom, is now subjected to imprisonment for a limited term of years, or even months or days. The punishment which would at first have been inflicted for vengeance only, is now regarded as a mode of treatment for the reformation of the prisoner, which may or may not prove successful, but which it is the duty of the state to try. The arbitrary sentence once imposed in the code itself has given way to a variable sentence at the discretion of the court. Is it not reasonable to suppose that the vindictive element in criminal jurisprudence will, with the advance of intelligence, tend to disappear? that the reformatory aim in prison discipline will become more and more prominent? that improved reformatory methods will everywhere be developed? and that reformation sentences will in the end be universally imposed? The ameliorations which have already taken place have not proved detrimental to public morals. The general standard of morality in the world has been elevated, rather than lowered. We need not fear any injurious effect from the changes which we predict.

Criminal process divides itself into two distinct stages. In the first stage, the government deals with those accused of crime, but who have not been convicted of it. It formulates the charges against them, arrests them, brings them into court, tries them, and pronounces sentence of condemnation or acquittal against them. Until the sentence has been pronounced, the alleged criminal is in the custody of the court. But, when the court has passed upon his guilt or innocence, has found him guilty, and has announced the penalty which he must undergo, unless that penalty is a simple fine and is immediately paid to the officer of the court, he is turned over to the authorities in charge of some prison, who do not belong to the judicial but to the executive branch of the government. There the execution of the sentence begins, and there it is completed. It is important to understand and remember that these are two distinct stages of one process, but that the process itself is nevertheless one. Criminal jurisprudence and

prison discipline, though not the same, are yet so intimately related, that no amendment of the one is possible without a simultaneous amendment of the other. A complete view of this subject must include both; yet legislators are apt to consider the criminal code apart from its relation to prison discipline; and prison officers are in danger of confining their attention to questions of practical prison administration, without considering their relation to criminal law in general. The criminal law may be such as to destroy the possibility of a thorough and effective discipline, certainly of a reformatory discipline, in prisons. On the other hand, ideas of prison discipline may be developed and advocated by those in charge of prisons, which, if carried out in practice, would defeat the aim of the criminal law, which is to prevent and deter, so far as possible, the commission of crime.

This country has always occupied a leading position in the movement for prison reform. An English writer has said: "As soon as the American colonies had shaken off their English connection, they began to reform their penal laws. When the revolution began, there were in Pennsylvania nearly twenty crimes punishable by death, and within eighteen years of its close the penal code was thoroughly transformed, it being ordained in 1794 that no crime should any longer be capital, but murder in the first degree. It is true that this was but a return to the principles adopted by Penn on the settlement of the colony; but Penn's penal code was annulled by Queen Anne, and the English government insisted on a strict adherence to the charter of Charles II., which enjoined the retention of the statute and common law of England." It was in Pennsylvania that the first prison was constructed on the solitary or separate system, and it attracted the attention of the civilized world. The silent system of labor in association, as practised at Auburn, New York, was also an American invention. The House of Refuge for Juvenile Delinquents in the city of New York, was the first of its class in the world. We invented the good-time laws now in force in nearly every American state. Boards of pardon, to assist the governor in the difficult and delicate exercise of the pardoning power, are our invention. We did not invent the ticket-of-leave, which was devised by the English government as a feature of its system of transportation; nor the mark system, which was given to the world by Captain Maconochie, of Norfolk Island, Australia. Neither can we claim to be the originators of the indeterminate sentence, which appears to have been first clearly outlined by M. Bonneville de Marsangy, in an address delivered at the opening of the civil tribunal of Rheims, in France, in 1846. About the same time, it was suggested by Matthew Davenport Hill, the eminent Recorder of Birmingham. But the indeterminate sentence was never practically tested, in any country, before the creation of the State Reformatory at Elmira, New York. The drift of opinion among American penologists is clearly toward the indeterminate sentence, the mark system, and conditional liberation, taken to-

gether and constituting the three leading elements of the prison system of the future. The Elmira Reformatory has been imitated in Massachusetts, in Pennsylvania, in Minnesota, and in Kausas; and the principle of the indeterminate sentence has been engrafted upon the criminal code of Ohio. It is, we think, merely a question of time how soon it will be adopted by all the leading states. The operation of this new system has attracted attention abroad, and not only are inquiries made by letter, but the Prussian Ministry of Justice sent a representative, Dr. P. F. Aschrott, a German judge, to the United States, last summer, to investigate it in person and make an official report upon it to the Prussian government.

The new system contemplates a change both in the criminal code and in the organization and government of prisons.

The change suggested in the criminal code is the substitution of indefinite for definite sentences. The phrase "indeterminate sentence" is employed in two different senses. Some of those who use it believe that every sentence of imprisonment should be virtually a sentence to imprisonment for life, unless the prisoner is sooner discharged under the operation of the law; that there should be no maximum limit to the term during which he may be held, if, in the opinion of the prison authorities, he would be liable, if discharged, to continue to lead a life of crime. Others believe that the imposition of a virtual life sentence, in all cases, regardless of the character of the offense and the aggravating or extenuating circumstances attending it, would be unjust, and that a maximum limit should be assigned to the power of the officers in charge of a prison to detain the prisoner. The first of these two definitions is theoretically correct; but in popular usage the second is the interpretation commonly put upon it. It is in this latter sense that we employ the term. The New York law, for instance, provides that "every sentence to the Reformatory of a person hereafter convicted of a felony, or other crime, shall be a general sentence to imprisonment in the New York State Reformatory, at Elmira, and the courts of this state imposing such sentence shall not fix or limit the duration thereof. The term of such imprisonment, of any person so convicted and sentenced, shall be terminated by the managers of the Reformatory, as authorized by this act; but such imprisonment shall not exceed the maximum term provided by law for the crime for which the prisoner was convicted and sentenced." This is the so-called indeterminate sentence.

The grant of the right to detain a prisoner for the maximum term for which he might have been sentenced, under the code in force with respect to the inmates of other prisons, implies the grant of power to release him prior to the expiration of such maximum term. This grant is expressed in the New York law as follows: "The said board of managers shall also have power to establish rules and regulations under which prisoners within the Reformatory may be allowed to go upon parole outside of the Reformatory buildings and enclosure, but to remain while on parole

in the legal custody and under the control of the board of managers, and subject at any time to be taken back within the enclosure of said Reformatory." This is the engrafting into the code of the principle of conditional liberation.

The organization and rules of a prison to which convicts are sentenced for an indefinite period, and from which they may be released, within certain restrictions, at the discretion of the officers in charge, must of necessity be different from those of a prison to which convicts are sentenced for a term fixed by the court at the time of that conviction and subject to no abatement except such as may be authorized by a good-time law. In the latter, the first duty of the warden, and it might almost be said his only duty, is to hold the prisoner until the expiration of his term, and then let him go. All questions of discipline which may arise in the discharge of this duty are of subordinate consequence. A good warden will of course be anxious that there should be no well-founded cause of complaint against his administration on the score of insecurity, defective sanitation, the lack of cleanliness and neatness, insubordination, neglect, extravagance, laxity of discipline, or insufficient earnings. But no excellence of discipline on his part will abridge the period of incarceration of the men committed into his hands; nor will any laxity of discipline lengthen by a single second the term of their confinement. The reformatory purpose of prison discipline, if not lost sight of, is relegated into the background. No motive is held out to the prisoner to induce him to co-operate in any effort which may be made for his reformation. His thoughts and energies are devoted to an effort to secure a pardon or the commutation of sentence. The warden is very apt to be impressed with the conviction that efforts for the reformation of criminals are wasted upon them, and that they offer no prospect of an adequate return. But, with the introduction of the indeterminate sentence and the parole system, the atmosphere of the prison changes, as if by magic. It becomes necessary that the warden or superintendent should have some means of testing the progress made by each prisoner in the work of his reformation, since the date of his discharge depends upon the development of a belief in the minds of those who have him in custody that it will be safe to parole him. This necessitates the introduction into the prison of the mark system. The details of this system may be varied according to circumstances and according to the ideas of the superintendent. Essentially, it consists in a daily record, covering the prisoner's obedience to the prison rules, the amount and character of work done by him, and the progress which he makes in his studies. The maximum mark may be three, five, ten, or any other number. At Elmira it is three. The prisoner is entitled each day to a credit of three good marks on account of his behavior, three on account of his industry, and three on account of his zeal and attention in the prison school, or nine marks in all. The law confers upon the managers power to "fix upon a uniform plan under which they shall determine what

number of marks, or what credits shall be earned by each prisoner sentenced, as the condition of increased privileges, or of release from their control, which system shall be subject to revision from time to time." It further provides that, "when it appears to the said managers that there is a strong or reasonable probability that any prisoner will live and remain at liberty without violating the law, and that his release is not incompatible with the welfare of society, then they shall issue to such prisoner an absolute release from imprisonment." Under the rules adopted by the managers, the inmates of the Reformatory are divided into three grades. Every prisoner, at his entrance, is placed in the second or intermediate grade. If, for six months, each month in succession, he "earns his nines," he is promoted to the first grade. If he earns six more nines in succession, he is then a candidate for successful liberation. This is the best that any one can do. The minimum term of imprisonment, under any circumstances, is one year. In the third or lowest grade, men dress in red, march in lock-step, are deprived of tea and coffee, library books, gas in their cells at night, and the privilege of writing letters. Their cells are poorly furnished; they are not allowed a chair, but must sit on the bed. In the intermediate grade, they are given a citizen's suit, march by twos, not in the lock-step, have tea and coffee, library books, gas at night to study by, a chair in their cells, sheets, slippers, brushes, receive letters once a week, and they may write once a month. In the first grade, the men are dressed in blue cloth, wear a military cap, have spring beds, take their meals in a separate dining-room, are allowed to converse at table, write once a week, move by fours under a captain of their own number, may burn gas for an hour longer at night, are eligible to appointments of trust in the prison, and the patrolmen are given the privilege of the guard floor. The men are promoted or degraded according to their marks, and many so conduct themselves as to remain in prison until the expiration of "the maximum term provided by law for the crime for which the prisoner was convicted and sentenced."

It is plain that, under this system, not only are the men themselves, if normally constituted, anxious to do all in their power to secure a speedy release, but the officers in charge are made to feel a certain responsibility for the discharge or detention of the prisoner, which impels them to use the utmost diligence to secure his reformation, if possible. It is equally plain that, whereas any man of ordinary ability and integrity can be trusted with the wardenship of a prison in which the only end sought is the confinement of the prisoner until the expiration of his term of sentence, the superintendence of a reformatory prison can not be confided to any one who does not believe in the possibility of the reformation of prisoners, and is not willing and anxious to bring it about. The system makes the position of warden of a prison more attractive to men of education, intellectual and social culture, moral earnest-

ness, and religious conviction of duty. Further, it compels the introduction and retention, in prisons, of reformatory agencies.

These agencies are, by common consent, three in number, namely: first, labor; second, education; and third, religion.

First of these in order, if not in importance, is useful, productive labor. Physical exercise of some sort is indispensable to physical health. Occupation of some sort is essential, to prevent the mind of the prisoner from preying upon himself. Idleness in prison is the mother of insanity. The experiment has been tried of imposing a physical task as a punishment, that is, as a means of adding to the pain of confinement. From this point of view, it is doubtful whether idleness in prison is not the occasion of more intense suffering than any form of labor, however hard or unprofitable. The experiment has also been tried of unproductive labor, such as the turning of a crank, taking steps upon a wheel, or lifting cannon-balls and laying them down again. The trouble with all these forms of occupation is that they are purely mechanical; they do not employ the mental faculties; and the weariness resulting from the sense that they are aimless and unremunerative must be beyond expression. The only forms of labor which it is worth while to introduce into prisons are those which result in the production of something of value. Useful labor, where not excessive, not only keeps the prisoner in health, and occupies his time, but it has a positive moral value. This was extremely well set forth by Dr. Felix Adler, at the recent National Conference of Charities and Corrections, at Buffalo, in a paper read by him, entitled "The Influence of Manual Training on Character." A not uncommon type of criminality is that of moral deterioration arising from weakness of the will. The man of weak will, who has a grudge against his rival, is not capable of putting forth a sustained and complex series of efforts towards obtaining satisfaction by laboring ardently to outstrip his rival. He is furthermore incapable of those larger considerations, those complex groups of ideas relating to society and its permanent interests, which check the angry passions of the educated. He gives free and immediate range to passion as it rises. He takes the readiest means for getting satisfaction; he draws his knife and kills. The man of weak will, who burns with sensual desire, assaults the object of his desire. The virtues depend in no small degree on the power of serial and complex thinking. Those vices which are due to weakness of will are characterized by crudeness of the aim and crudeness of the means. To strengthen the will, therefore, it is necessary to give to the person of weak will the power to think connectedly, and especially to reach an end by long trains and complex groups of means. Manual training fulfils these conditions. To cultivate the intellect in its own sphere of contemplation and abstraction, apart from action, may leave the will precisely as feeble as it was before. But manual training cultivates the intellect in close and inseparable connection with action. Manual training is incomplete, in Dr. Adler's opinion, unless it includes art train-

ing. But it is not enough that we should make the will strong, since a strong will is not necessarily a good will. There are influences in manual training which are favorable to a virtuous disposition. Squareness in things is not without relation to squareness in action and in thinking. The refining and elevating influence of artistic work is conceded. Manual training develops the proper sense. Productive labor not only turns out wealth, it also turns out men, which is a much higher and more important consideration. To dispense with productive labor in a prison or in a reformatory, is to deprive the men committed to it of a potent means of elevation of their moral and spiritual natures. It is to degrade them, instead of to lift them up. Productive labor in prison has the further recommendation, that it enables the prisoner to earn money which can be applied to defraying the cost of his support, thus relieving the tax-payers of a portion of the financial burden of crime.

Whether labor in prison shall be performed under either of the three systems of convict labor, that of public or state account, the contract system, or the piece-price plan, is a matter of minor consequence, compared with the importance of useful labor under some system. There are weighty objections to the contract system, which have often been set forth, such as the weakness displayed by a government which turns over its proper and inalienable function and responsibility to some other agent; the direct, personal pecuniary interest of the contractor in the work performed by the men; the danger of a conflict of authority between the prison officers and the contractor; the temptation to introduce free labor into the prison, and to work unconvicted men by the side of the prisoners; the facilities afforded by the coming and going of the contractor's men for communication on the part of prisoners with persons outside, and for the smuggling into the prison of contraband articles; the increased liability to political control of the prison through the political influence of the contractors; the temptation to subordinate the reformatory ends of prison discipline to the desire to show large earnings; the tendency, under the contract system, to deprive prisoners of the opportunity to learn a trade, by which to support themselves when discharged; the feeling that it degrades men to offer their labor to the highest bidder in the market; etc., etc. Some of these arguments are worthy of more consideration than others. A very common argument is the smallness of the price at which the labor of prisoners is usually contracted out, which is far below the price paid for free labor in factories where the same class of goods is made. This is said to be unfair. But we must remember that the enforced and unwilling labor of prisoners is not worth so much as that of free men, who seek employment, instead of avoiding it; and that it costs more to sell prison-made goods, owing to the prejudice against them, than to sell the product of a manufacturing establishment; besides, the stock of goods on hand has to be carried for a long time, and in great quantity, when the market is unfavorable, since the contractor has not the usual resource of the manufacturer.

He cannot shut down the works; if he could, he would still have to pay the price agreed upon for the labor of men who are in fact producing nothing. It has been said that his protection against strikes is an equivalent for this, but we do not so regard it. The opposition to the contract system, though many share it who have no wish to see prisoners idle, is very largely based upon an opposition to what is called the competition of convict with free labor outside. It has for its aim the abolition, not the regulation, of prison industries. This is wrong. The competition is not, on the whole, nearly so great as it is often represented to be. On this point we may quote the language of General Brinkerhoff, at the Conference of Charities in Omaha:

The total amount of prison labor actually employed in productive industries in the United States amounts, at the farthest, to only two and a half per cent. of free labor employed in the same industries.

A large proportion of all prisoners are employed in the same industries inside that they were engaged in when outside; and, as the product of their labor inside cannot be greater than it was outside, how is it possible that their labor should injuriously compete with free labor?

The producing power of convict labor is about one-fourth less than free labor, so that the actual product of convicts in the United States is less than two per cent. of the total production of free laborers in the same industries.

That a variation of two per cent. in the productive power of the country should be fraught with the direful consequences claimed, is simply impossible; and we may as well, once for all, set aside this count in the indictment against prison labor as untenable or at least of very little value.

Wages (the price of labor) are not fixed by the number of laborers, or the producing power of any single manufacturing industry, or of a limited class of industries, but are governed by the total production of all the industries of the kind in the country; and, upon this basis, the official statistics of the Commissioner of Labor show that the product of convict labor compared with free labor is only fifty-four one-hundredths of one per cent. It is therefore practically infinitesimal in its aggregate influence.

That convict labor interferes to some extent with certain industries with which it comes into competition cannot be denied. Some trades feel it more than others. It has been the theme of much anxious thought how this interference is to be reduced to a minimum. Mr. Carroll D. Wright, in the tenth annual report of the Massachusetts Bureau of Statistics of Labor, (1879), named seven suggested remedies for the competition of which complaint is made, as follows:

- (1) The abolition of all labor in penal institutions.
- (2) The prohibition by law of any contract for convict labor at lower rates per day than the average paid for outside labor of the same kind.
- (3) The reduction of hours of labor in penal institutions to six per day.
- (4) The general introduction of the public account system.
- (5) Greatly increased diversity of employments under either system.
- (6) The employment of convicts upon public works by the government.
- (7) The employment of convicts on work requiring the greatest expenditure of muscle, and the least outlay of capital, either in raw material or in machinery, work on stone, etc.

These supposed remedies do not wholly exclude each other. So far as this state is concerned, the contract system is abolished by virtue of an amendment to the constitution, and it cannot be restored, except by the repeal of that amendment by a popular vote at a general election. The piece-price plan, if it is not a variety of contract, (and if it is that, it is in Illinois unlawful), must be a variety of the public account system. Our prisons can only be conducted on state account. But that does not prevent the introduction into them of diversified industries, or the employment of

convicts in manufacturing articles for the use of the state itself, or the reduction of the number of hours of work, or the abolition of machinery and the substitution of hand-work in prison. Mr. Wright discusses all of these subjects, and states his conclusions in the following words:

- (1) Convict labor should not be abolished.
- (2) Legislation to restrain officials in penal institutions from contracting out the labor of convicts at lower rates than the average of outside labor, without allowing contractors to employ or not the men contracted for, simply abolishes labor in such institutions.
- (3) The reduction of hours of labor in prison to six per day, with the old rates of contract per day, simply abolishes labor in penal institutions.
- (4) The general introduction of the public account system, as a rule, simply aggravates the grievances arising from whatever competition may result from the contract system.
- (5) The increased diversity of employment in penal institutions tends not only to lessen whatever competition now exists, but has an excellent reformatory effect upon the prisoners.
- (6) The employment of convicts upon public works, when it can be done, is a feature of prison labor commendable, not only from the stand-point of the labor and prison reformers, but from that also of the manufacturers and working-men.
- (7) The employment of convicts in breaking and dressing stone, and other kindred work, while it palliates the evils of competition, induces to a large degree other conditions far more injurious to the body politic; and that work which requires the most expenditure of muscle and the least expenditure of capital is, if it can be had, the best for a large class of convicts, all things considered.

Mr. Wright points out, in the report from which we have quoted, that there are two kinds of competition, that of labor and that of prices; it is the latter to which the manufacturer who employs labor most seriously objects. The manufacturer complains that a comparatively small amount of product, if sold below a fair market value, has a ruinous effect upon prices, and that the contractor secures the labor of convicts at a rate which enables him to under sell the market and thus to derange it.

But it seems to us that this objection, and nearly every other objection that can be urged against contract labor, from the point of view of the manufacturer or workman, on the ground that it involves an injurious competition, applies equally, and possibly with added force, to convict labor on state account. The only thoroughly consistent position for those who object to this competition, is to urge the prohibition of convict labor under any form. And this is the point to which the opposition is rapidly tending. The condition of the prisons of New York, in consequence of recent legislation against prison labor in that state, is most deplorable. An attempt has been made, in the National Congress, to pass a bill prohibiting the transportation of convict-made goods from one state to another, which would have the effect to break up convict labor, if that is not its intention. At the annual meeting of the National Prison Association in Boston, last July, the following resolution was adopted:

Resolved, That, in the judgment of this Association, productive prison labor is an indispensable factor in the work of prison reform, and that any scheme which has a tendency, direct or indirect, to promote or permit the idleness or unproductive labor of prisoner, will inflict irreparable injury upon the prisoner, the working-man, and the state.

The force of this resolution lies in the fact that the small amount of competition between free and convict labor can not by any possibility produce the evil results which would follow from

the increase of crime of which the abolition of prison labor would be the occasion. Mr. Carroll D. Wright, in his report to the federal government, (1887), says that "the total product of all the penal institutions in the United States, for the year covered by this investigation, amounted to \$28,753,999." But Mr. Charles E. Felton, superintendent of the Chicago House of Correction, has shown that this product included the equivalent of free labor, material, transportation, and other manufacturing expenses; and that (though only about one-half of one per cent. of the total manufactured product of the country), it represented not more than \$4,000,000 paid for convict labor. Suppose that the manufacturers and working-men who favor idleness in prisons, (and not all manufacturers and working-men, nor, as we believe, any very considerable number of them, are so foolish), could have their way, what would be the result, in a financial point of view? The prisoners employed in manufacturing would lose the opportunity to earn \$4,000,000, and these same prisoners would cost the tax-payers of the country, for their support in idleness, \$8,000,000 annually. Where would be the gain in that? This \$8,000,000 would have to be collected by taxation; and it is a well established fact that all taxes are in the end paid by labor. The burden which crime imposes upon labor would be doubled, instead of being diminished. The laboring men have their choice whether to endure with patience the evil of competition, or pay twice as much to get rid of it. If they are wise, they will readily see in which direction their real interest lies.

But, if it were otherwise, if a small saving could be effected by closing down the manufacturing industries now carried on in prisons, this pecuniary gain would be more nominal than real, and the country would pay for it in another way far more than it would be worth. To abolish productive labor in prisons would be to throw the prisons of America back into the condition in which John Howard found the prisons of Europe one hundred years ago; it would be to turn back the hands upon the dial of the clock which marks the progress of the human race. For we should not only lose the reformatory influence of labor upon prisoners; we should lose its deterrent influence upon those outside who are tempted to commit crime. A thief dreads work more than he dreads confinement. And our prisons would become festering centres of moral contagion, which would turn loose every year thousands of corrupted men and women, who would spread the corruption engendered by prison life in every direction throughout the community. Nor is it probable that the total manufactured product would be materially lessened. Is it certain that it would be an advantage to trade to have it diminished? There is still another aspect of the question: Would not prisoners compete with labor outside, if they were not in prison, to the same extent that they now do, if they were engaged in honest toil? And is it for the interest of any one that, instead

of being employed, were they at liberty, they should be drones in the hive, to be sustained by the labor of those who are willing to work? If that would be to be deprecated in one case, why is it not equally to be avoided in the other?

Objection has often been made to the use of machinery in prisons, on the ground that it increases the product of prison labor and thus aggravates the evil of competition, of which free labor is disposed to complain; and on the further ground that the criminal who, when committed, knows no trade and therefore is unable to earn an honest livelihood, ought to have the opportunity of acquiring a trade while in prison. It is true that the great majority of criminals are ignorant of any trade, and to this ignorance must be attributed in part their liability to fall into crime. It is true that to give a man a trade, while in prison, and to insure him a chance to follow it after his discharge, is to give society one of the strongest possible guaranties against his relapse. But we live in an age of machinery, when handicrafts give employment to comparatively few working-men. With every year the division of labor is pushed a step farther, and the man who once would have been taught to make a whole shoe, now simply fulfils the function of a human attachment to a machine, which performs but a single process in the art of shoe-making, but does its work with a rapidity and precision unattainable by the highest human skill and energy. The man who does not, in this age, learn to operate a machine, is never sure of employment. The educational value of hand-work is no doubt greater, and its influence upon character is better; in an ideal state, it might be preferable to employ all prisoners in purely manual industries; but we have to take the world as we find it. If machinery were driven out of prisons, is there not reason to fear that many discharged prisoners would find the knowledge of a trade acquired by them in prison utterly unavailable for the practical purpose of making a living thereby, after their release? As to the competition of convict with free labor, however desirable it may be to reduce this to a minimum, since it is impossible wholly to eliminate it, under any system of prison industry which can be devised, there is but one course, in the end, for sensible men to pursue with reference to it, and that is to disregard it.

After labor, the next great instrumentality which must be employed, if we are to lift the criminal to the level of a higher life, is education. The connection between crime and mental imbecility or mental indolence has often been remarked by those familiar with the characteristics and habits of the criminal class. There are in every prison men of exceptional intelligence and capacity who, but for an unfortunate twist in their moral nature, might have attained eminence in the pursuits of integrity and of honor. But the great mass of criminals are men deficient in mental power, men in whom the animal nature predominates over the intellectual

and spiritual. Their mental operations display a certain low cunning, rather than any real intelligence; they are proverbially short-sighted and destitute of moral sensibility; even their physical powers have often been impaired by excessive animal indulgences.

A useful hint as to the processes necessary for their redemption may be derived from the methods pursued in training-schools for idiots and feeble-minded children, of which there are now, in this country, so many. Those who have had to deal with children whose mental development has been arrested in infancy and early childhood know, perhaps better than any others, that the basis of all education is physical. The mind operates through the brain, the brain is the fountain of nervous energy, and its activity is manifested in muscular action. The training of the muscles reacts upon the brain and develops intelligence, even in those whose original intellectual power is but feeble. Prison labor, therefore, is a potent means by which to cultivate and strengthen the intellectual faculties of criminals. This is especially the case, where labor is organized with this particular end in view. The modern system of prison trade-schools, introduced into some juvenile reformatories, and notably into the reformatory for adult prisoners at Elmira, is undoubtedly a movement in the right direction.

But the feeble brains of prisoners of a low grade need to be exercised directly as well as indirectly. Many prisoners have never received any school training, or at best have acquired only the rudiments of an English education. Ignorance is the fruitful mother of crime. An illiterate and idle man can find no other vent for his natural activity except in mischief. While at large, he plots mischief; or, if incapable of originating criminal enterprises, he becomes the easy victim and tool of criminals of a higher grade than himself. When arrested and incarcerated, he lives over again, in memory, his past criminal history; the recollection does not trouble his conscience, which is both weak and uninstructed; and in imagination he revels in the thought of future triumphs over the inexperienced and the unwary, of which he hopes to be the hero, when his sentence shall expire. He regards himself as the victim of circumstances, as wronged by his conviction, and as more unfortunate than undeserving. With cynical self-esteem, he more than suspects that the difference between himself and men who have been more successful in life is that he has been caught, but they have not. He regards the laws of the land not as an expression of the natural rights and obligations of men in their relations to each other, but as a code of rules in accordance with which the game of human life, in which one man loses what the other wins, is to be played. The other players have been more skilful or more lucky than himself. If he wanted to earn an honest livelihood, he would not know how to set about it. His natural and acquired character is such as to render him an object of suspicion; there is nothing that he knows how to do well; it is

even possible that he is incapable of adding up a column of figures, of signing his own name to an agreement, or of deciphering a line or a word in a printed newspaper. The first thing that he needs, in order to make him sensible of his own deficiency, to stimulate him to efforts for his own improvement, to give him confidence in himself, and encourage him to aspire to a higher form of existence, is education, in the ordinary signification of that word, including instruction as well as mental development. The prison which furnishes no education, even to convicts so densely stupid and ignorant as these, can accomplish nothing whatever in the direction of their reformation.

But there are those who, while they concede the propriety and necessity of employing a school-master for the purpose of giving elementary instruction in the rudiments of knowledge to those who can neither read, write, nor cipher, would bar out of prisons all the higher forms of education. We are of a different opinion. The more extensive any man's intellectual attainments and acquisitions may have been, prior to his incarceration, the more essential is it that he should find suitable employment for his mental powers in reading and in study, when shut out from free intercourse with mankind and shut up to introspection and communion with his own thoughts. Otherwise his mind will consume itself in vain regrets, pollute and degrade itself by vile imaginations, or occupy itself in devising schemes of reprisal against society when, again at liberty, he shall enjoy the opportunity of taking vengeance upon it for what it has made him suffer. No matter what may be the degree of general or special culture which may characterize any individual convict, his mental processes are always more or less one-sided, his views of life distorted, and his judgment unbalanced. He is the prey of what may be called moral astigmatism. If he does not require development in one direction, he needs it in another. His ethical conceptions are tolerably sure to be perverted. He takes a prejudiced view of the legal relations of men to each other. He is essentially an egotist. His mind needs to be diverted from the contemplation of themes of purely personal and selfish interest, and occupied with subjects which will lead his thoughts in other and unaccustomed channels. He may be benefitted by lectures (or by a course of reading) upon the fundamental principles of philosophy, or upon scientific discoveries and inventions, upon history, upon art, upon law, or upon morals. Individual prisoners no more resemble each other in all respects than do people who have never seen the inside of a prison. They manifest the greatest possible diversity of temperaments, tastes, and aptitudes. They must be treated, before all, individually, and not upon any routine system. Each prisoner, if he is to be benefitted while in prison, must receive the peculiar form of discipline suited to his individual necessities. It is absurd to take the ground that education is an advantage to prisoners of low grade, but that prisoners of a higher grade need no intellectual stimulus and occupation.

Before leaving this branch of the subject, it is to be remarked that a broad, varied, but well-considered scheme of educational agencies and facilities is essential to the successful administration, in any prison, of the modern method of testing, by marks and grades, the fitness of prisoners for conditional liberation.

Finally, it is impossible to conceive of any good prison system, in which the purifying and ennobling influences of genuine religion are wanting. By religion we do not mean the inculcation of any special and exclusive theological dogmas, nor the observance of any prescribed form of religious rites and ceremonies, nor obedience to the rule of any sect arrogating to itself the title of the true and only church. We mean rather the enlightenment and quickening of the conscience, the implanting of correct notions of the relations and obligations of every human soul to Almighty God, the awakening of aspirations to the higher life, here and hereafter, of which he is the author. There is no religious experience, in any right sense, where there is no penitence for sin, no desire for the divine forgiveness, and no hope springing out of the conviction of restoration to the divine favor. There is no religious life, where there is no prayer. For the development of the religious life in prisons, in this sense, special effort should be made, and every opportunity afforded, however slight may be the apparent results. It will not answer to say that religious teaching and religious worship, in prisons, only serve to encourage hypocritical professions of faith and penitence foreign to the actual experience of the convicts by whom they are made. In the first place, religious men commit sin, and may fall into crime; the fact that a man has been convicted of crime does not prove him to be wholly bad; he may be inconsistent, without being insincere. Again, there are in every prison men who have been unjustly convicted, on circumstantial evidence, or by reason of mistaken identity or perjured testimony. There are others who, though justly convicted, and destitute of religious faith prior to their imprisonment, are yet brought, through the mental suffering which they undergo, to a sense of the wrong which they have done, and to genuine repentance for it. We must further remember that all men can not be judged by the same standard, and that of those to whom little has been given, little will be required, so that a degree of religious conviction and experience which would pass for very little in the world outside may indicate a more genuine and thorough change of heart in a prisoner, than would appear to an inexperienced and unskilled observer. At all events, the opportunity of religious conversion, as well as of a purely moral reformation, or of a prudential determination to render obedience to human statutes, ought to be afforded to every prisoner, whether he will avail himself of it or not. For this, religious worship in some form is essential; and, (which we believe to be quite as important, if not more important, in its influence upon the prisoner), it is most desirable that every officer and employé, from the highest to the lowest, whatever may be his ecclesiastical connections or personal creed

should be under the influence of religious motives, and exemplify them in his daily life before those who have been committed to his custody. The influence of example is greater than that of precept, and preaching which is not illustrated by example is worse than useless. A prison chaplain may himself be perfectly consistent, upright, true, and kind, but it is in the power of the warden and of his assistants—and we will add, of the board of inspection, management, or control—so to antagonize his influence for good, as to undo all that he might otherwise have accomplished. What we need, before we can make our prisons truly reformatory institutions, is to elevate the character of prison officers, and to imbue them with a nobler spirit and a more unselfish aim. It has been said that, to reform the prisoner, you must begin by reforming the warden; but it is equally true that, to reform the warden, you must sometimes begin by reforming the commissioners by whom he is appointed; and, to reform the commissioners, it might sometimes be well to begin by reforming the governor. We might even go a step further, and say that, to reform the governor, it is necessary to reform the people by whom he is nominated and elected. The root to which all the defects of our existing prison systems may be traced, is the prevalence of wrong conceptions with regard to the true work of a prison in the mind of the public, and the almost criminal indifference of the public to all aspects of the prison question, except those which are pecuniary or political.

We conclude all we have to say upon this subject, by indicating two popular fallacies; first, that a prison must be made to pay; and, second, that a prison may be lawfully regarded and used as a part of the political machine.

It is very natural for us to apply to every human enterprise the test of financial success. It would be easy to show, (but it would involve too wide a discursion from the theme in hand), that this financial test is always crude, and often inaccurate. The highest and best things in the world can never be subjected to it. By this test, the life of Jesus Christ was a failure, for he made no money, and sought to make none. He laid down the rule that it is more blessed to give than to receive. But we confine ourselves to observing that the financial results of a criminal system are not measured by the earnings of a prison. For the prison constitutes only part of the system. A prison may earn money, and yet, in consequence of its failure to fulfil its mission in reforming prisoners and deterring those on the outside from the commission of crime, it may, on the whole, serve to promote crime, rather than to repress it. Yet it is not the cost of the prison, but the cost of crime, which constitutes the heavy burden which the community has to carry. We do not ask our hospitals for the insane to return an equivalent to the state treasury for the services performed by them. The man who should propose to take all the lunatics of the state on contract, and pay the state a bonus, in consideration of being allowed to employ them at

hard labor for his own profit, without reference to their restoration to reason, would be laughed at. Yet the prospect of reforming and rehabilitating a young man who has just entered upon a career of crime, and in whom the criminal habit has not yet been formed, is perhaps quite as bright as that of the recovery of the average insane person. The habitual criminal is in no more deplorable or hopeless condition than the chronic and probably incurable lunatic. There is no more reason why we should seek to derive a revenue for the public treasury from the one than from the other. We have no more right to deprive the one of a curative treatment than the other, for the sake of purely economical considerations. If we cured no insane patients, we should have to bear the cost of maintaining them as long as they live; and this is what we have to do in the case of the unreformed criminal.

Political reasons ought, if possible, to have still less influence in the conduct of prisons. That a man has rendered good and efficient service to his party may entitle him to recognition, but it does not qualify him for the responsible duties of a prison warden,—a position which ought to command the very best talent, character, and devotion that any state possesses and can give to the work. The ideal warden must have the ability to govern men which belongs to a general, the knowledge of the law which would qualify him for the bench, the purity and elevation of character which ought to be found in every clergyman, the financial skill and integrity of a banker or manufacturer, the tact of a successful politician, and the education of a college president or professor. These varied gifts are not found in combination in any one man; but the more nearly a warden approaches this ideal, the better it will be for his prison, his prisoners, and the public. When the right man for this place is found, he should be retained, regardless of political changes in the administration. An inferior man should never be retained, for purely political reasons, when a better can be found. And, in the government of the prison, politics in the ordinary acceptation of the term has no more place than it would have in a church or in an astronomical observatory. Least of all should the decision of questions affecting the criminal law and its application to convicted felons be allowed to depend on the calculations of politicians as to the probable effect of their action upon a pending or future election. He who makes principle the guiding star by which to sail over life's troubled sea, will, through storm and tempest, it may be, reach the desired haven; but the man who substitutes policy for principle, will discover, when it is too late, that policy is often of all things the most impolitic.

APPENDIX.

APPENDIX I.

STATISTICAL TABLES,

TABLE I.

LIST OF INSTITUTIONS AND SUPERINTENDENTS.

There are at present, in the State of Illinois, fifteen public institutions, in actual operation. We give their names, location, and the dates of their respective creation:

Name.	Location.	Created.
<i>Correctional.</i>		
Penitentiary (Northern).....	Joliet.....	1827
Penitentiary (Southern).....	Chester.....	1877
Illinois State Reform School.....	Pontiac.....	1867
<i>Charitable.</i>		
Illinois Institution for the Education of the Deaf and Dumb.....	Jacksonville.....	1839
Illinois Central Hospital for the Insane.....	Jacksonville.....	1857
Illinois Institution for the Education of the Blind.....	Jacksonville.....	1849
Illinois Soldiers' Orphans' Home.....	Normal.....	1865
Illinois Asylum for Feeble-Minded Children.....	Lincoln.....	1865
Illinois Charitable Eye and Ear Infirmary.....	Chicago.....	1865
Illinois Northern Hospital for the Insane.....	Elgin.....	1869
Illinois Southern Hospital for the Insane.....	Anna.....	1869
Illinois Eastern Hospital for the Insane.....	Kankakee.....	1877
Illinois Soldiers' and Sailors' Home.....	Quincy.....	1885
<i>Educational.</i>		
Normal University.....	Normal.....	1857
Industrial University.....	Urban.....	1867
Southern Normal University.....	Carbondale.....	1869

LIST OF SUPERINTENDENTS.

Name.	Correctional.	Superintendent.
Penitentiary (Northern).....	R. W. McCloughry.
Penitentiary (Southern).....	James A. Mitchell.
Reform School.....	J. D. Scouller, M. D.
<i>Charitable.</i>		
Institution for the Deaf and Dumb.....	Philip G. Gillett, LL. D.
Central Hospital for the Insane.....	Henry F. Carriel, M. D.
Institution for the Blind.....	William S. Phillips.
Asylum for the Feeble-Minded Children.....	William B. Fish, M. D.
Soldiers' Orphans' Home..... H. C. DeMotte.
Eye and Ear Infirmary.....	Edgar C. Lawton.
Northern Hospital for the Insane.....	E. A. Kilbourne, M. D.
Southern Hospital for the Insane.....	Horace Wardner, M. D.
Eastern Hospital for the Insane.....	R. S. Dewey, M. D.
Illinois Soldiers' and Sailors' Home.....	J. G. Rowland.
<i>Educational.</i>		
Normal University.....	E. C. Hewett.
Industrial University.....	S. H. Peabody, Ph. D.
Southern Normal University.....	Rev. Robert Allyn, D. D.

TABLE II.

LIST OF TRUSTEES OF THE STATE INSTITUTIONS,
*(Except the Penitentiaries and Universities), with the duration
of their terms of service, respectively.*

Name.	Address.	Term Expires.
<i>Northern Hospital for the Insane.</i>		
S. P. Sedgwick.....	Wheaton.....	March 1889
David F. Barclay.....	Elgin.....	" 1891
Charles W. Marsh.....	DeKalb.....	" 1893
<i>Eastern Hospital for the Insane.</i>		
Lennel Milk.....	Chebause.....	March 1889
Ezra B. McCaig.....	Chicago.....	" 1891
John L. Donovan.....	Waukeka.....	" 1893
<i>Central Hospital for the Insane.</i>		
David E. Beaty.....	Jerseyville.....	March 1889
R. W. Willett.....	Yorkville.....	" 1891
Edward P. Kirby.....	Jacksonville.....	" 1893
<i>Southern Hospital for the Insane.</i>		
James Bottom.....	Sparta.....	March 1889
Elizur H. Finch.....	Anna.....	" 1891
William H. Boicourt.....	Golconda.....	" 1893
<i>Institution for the Deaf and Dumb.</i>		
Melvin A. Cushing.....	Minonk.....	March 1889
Stephen R. Capps.....	Jacksonville.....	" 1891
J. G. Manahan.....	Sterling.....	" 1893
<i>Institution for the Blind.</i>		
N. W. Branson.....	Petersburg.....	March 1889
Benjamin F. Funk.....	Bloomington.....	" 1891
Archibald C. Wadsworth.....	Jacksonville.....	" 1893
<i>Asylum for Feeble-Minded Children.</i>		
Edward D. Blinn.....	Lincoln.....	March 1889
Benson Wood.....	Flemington.....	" 1891
Graham Lee.....	Hainlet.....	" 1893
<i>Soldiers' Orphans' Home.</i>		
Duncan W. Funk.....	Bloomington.....	March 1889
James E. Morrow.....	Pontiac.....	" 1891
Ed. Harlan.....	Marshall.....	" 1893
<i>Eye and Ear Infirmary.</i>		
Daniel Goodwin, Jr.....	Chicago.....	March 1889
E. S. Fowler, M. D.....	Springfield.....	" 1891
William H. Fitch, M. D.....	Rockford.....	" 1893
<i>State Reform School.</i>		
James T. Crosswell.....	Pontiac.....	March 1889
Ed. Spelman.....	Peoria.....	" 1891
Solon Kendall.....	Geneseo.....	" 1893
<i>Soldiers' and Sailors' Home.</i>		
L. T. Dickason.....	Danville.....	Dec. 1889
Daniel Dustin.....	Sycamore.....	" 1891
Thomas W. Macfall.....	Quincy.....	" 1893

TABLE III.—*Appropriation Account for 1887-88, and Balances remaining in the State Treasury, June 30, 1888.*

I. ORDINARY EXPENSE APPROPRIATIONS.

INSTITUTIONS.	Appropriations of 1885- Balance un- drawn October 1, 1886.	Appropria- tions, 1887.	Lapsed.	DRAFFTS 1887 AND 1888.			Balance re- main- ing June 30, 1888.
				Drawn in 1887.	Drawn in 1888.	Total drafts, 1887-88.	
Northern Insane Hospital.....	\$75,000	\$196,000	.....	\$89,500	\$73,500	\$173,000	\$98,000
Eastern Insane Hospital.....	172,500	480,000	.....	222,500	180,000	412,500	240,000
Central Insane Hospital.....	108,000	340,000	.....	145,500	112,500	258,000	150,000
Southern Insane Hospital.....	75,000	207,000	.....	100,875	77,625	178,500	103,500
Institution for the Deaf and Dumb.....	73,500	200,000	.....	98,500	75,000	173,500	100,000
Institution for the Blind.....	92,500	161,000	.....	30,500	24,000	55,500	32,000
Asylum for Feeble-Minded Children.....	42,375	124,000	.....	57,875	46,300	104,275	62,000
Soldiers' Orphans' Home.....	37,500	110,000	.....	51,250	41,250	92,500	55,000
Eye and Ear Infirmary.....	13,500	50,000	.....	19,750	18,750	38,500	25,000
State Reform School.....	31,500	100,000	.....	50,000	37,500	87,500	50,000
Soldiers' and Sailors' Home.....	261,500	65,000	.....	65,000	75,000	140,000	124,500
Total.....	\$657,375	\$2,095,500	.....	\$854,250	\$761,625	\$1,712,875	\$1,040,000
II. REPAIR APPROPRIATIONS.							
Northern Insane Hospital.....	\$3,041.51	\$10,300.00	.....	\$4,953.91	\$2,913.79	\$7,867.70	\$5,176.84
Eastern Insane Hospital.....	5,934.45	20,000.00	.....	4,964.12	5,035.88	10,000.00	7,000.00
Central Insane Hospital.....	3,552.09	14,000.00	.....	5,934.45	7,000.00	12,934.45	5,000.00
Southern Insane Hospital.....	1,214.87	10,000.00	.....	6,576.26	1,375.83	8,532.09	5,000.00
Institution for the Deaf and Dumb.....	918.93	3,000.00	.....	4,285.40	778.92	5,064.32	4,155.55
Institution for the Blind.....	3,000.00	4,000.00	.....	918.93	1,495.23	2,414.16	1,501.67
Asylum for Feeble-Minded Children.....	23.49	2,000.00	.....	3,000.00	1,100.76	4,100.76	2,800.21
Eye and Ear Infirmary.....	235.79	2,000.00	.....	1,968.26	781.46	2,750.72	2,301.25
State Reform School.....	.....	.....	.....	937.38	47.40	984.78	1,038.71
Soldiers' and Sailors' Home.....	.....	.....	.....	886.51	349.28	1,225.79	1,000.00
Total.....	\$17,924	\$16,000.00	.....	.....	.....	.....	\$38,021.39

Table III. Continued.

III. OTHER SPECIAL APPROPRIATIONS

Institutions.	Appropriations of 1855. Balance un- drawn October 1, 1886.	DRAFTS 1887 AND 1888.		Total drafts, 1887-88.	Balance re- maining June 30, 1888.
		Lapsed.	Drawn in 1887.		
Northern Insane Hospital.....	\$1,691.30	\$19,345.00	\$1,911.30	\$15,092.77	\$1,092.53
Eastern Insane Hospital.....	87,774.60	48,500.00	108,870.87	15,579.03	126,549.96
Central Insane Hospital.....	23,171.61	10,500.00	23,171.56	9,764.87	724.70
Southern Insane Hospital.....	8,013.55	3,177.00	9,029.55	1,945.12	735.13
3,573.11	9,000.00	6,923.87	4,879.67	11,823.54	5,943.78
.....	3,160.00	.....	5,000.00	5,000.00	4,000.00
500.00	8,000.00	.....	2,118.95	2,618.46	5,881.05
91.35	500.00	62	93.73	239.96	353.77
718.91	5,000.00	.....	3,438.57	1,806.58	4,733.76
1,019.50	31,600.00	.....	34,090.59	4,500.00	38,200.50
136,582.12	112,000.00	.....	112,231.61	106,352.87	32,017.45
Total.....	\$294,558.39	\$290,522.00	\$2,003.67	\$167,026.09	\$87,459.01

TABLE IV.—Showing amounts collected from each county in the state by seven state institutions, between the 1st day of October, 1886, and the 30th day of September, 1887.

Counties.	Northern Insane Hospital.	Eastern Insane Hospital.	Central Insane Hospital.	Southern Insane Hospital.	Deaf and Dumb.	Blind.	Feeble- Minded Children.	Total.
Adams	\$534 74	\$456 93	.....	.....	\$81 47	\$12 00	\$10 31	\$1,095 45
Alexander . . . . .	.....	.....	.....	\$237 55	.....	.....	.....	237 55
Bond	130 00	.....	.....	140 00	41 89	13 60	11 07	339 56
Boone	\$66 12	21 73	.....	.....	8 60	.....	.....	96 45
Brown	30 01	31 22	.....	.....	28 35	.....	.....	89 58
Bureau	126 91	79 18	.....	.....	.....	.....	.....	206 69
Calhoun	8 25	81 59	.....	.....	23 26	52 53	.....	165 63
Carroll	68 48	29 57	.....	.....	44 66	.....	.....	142 71
Cass	60 94	149 48	.....	.....	28 95	.....	12 62	251 99
Champaign	511 04	.....	.....	.....	229 00	11 65	60 18	811 87
Christian . . . . .	.....	62 07	.....	10	38 87	.....	22 08	123 12
Clark	46 82	.....	343 40	.....	12 90	.....	2 22	405 34
Clay	42 42	12 00	232 91	195 72	.....	.....	.....	483 05
Clinton . . . . .	.....	.....	184 75	53 51	.....	.....	32 48	270 74
Coles	156 71	.....	160 70	.....	.....	.....	58 95	376 36
Cook . . . . .	.....	.....	.....	.....	.....	.....	.....	.....
Crawford . . . . .	.....	.....	405 25	.....	.....	.....	29 81	435 06
Cumberland . . . . .	.....	.....	218 70	16 08	34 91	.....	.....	269 69
DeKalb	121 04	92 64	17 80	.....	46 40	11 15	33 12	322 15
DeWitt	191 00	136 08	.....	.....	36 80	23 10	.....	386 88
Douglas	2 40	138 29	.....	110 85	42 20	.....	8 64	302 38
DuPage	\$2 43	52 25	.....	.....	.....	.....	.....	134 68
Edgar	42 90	.....	207 70	.....	.....	.....	10 43	261 03
Edwards	22 37	.....	48 40	15 30	.....	.....	20 44	106 51
Ethingham	85 49	.....	307 55	33 79	.....	.....	43 79	470 62
Fayette . . . . .	.....	.....	109 95	.....	.....	.....	31 16	141 11
Ford	398 99	.....	.....	.....	.....	50 98	12 14	462 11
Franklin . . . . .	.....	.....	202 20	15 15	51 45	2 90	.....	271 70
Fulton	147 73	402 88	.....	.....	36 74	21 85	32 29	641 49
Gallatin . . . . .	.....	.....	79 35	.....	.....	.....	.....	79 35
Greene	154 17	149 58	.....	.....	37 82	.....	.....	341 57
Grundy	150 39	.....	.....	33 81	.....	.....	.....	184 20
Hamilton . . . . .	.....	.....	182 15	.....	.....	38 80	.....	920 95
Hancock	68 21	165 41	.....	.....	65 56	53 58	16 63	369 39
Hardin . . . . .	.....	.....	.....	13 65	.....	.....	.....	13 65
Henderson . . . . .	.....	58 10	.....	.....	.....	.....	30 48	88 58
Henry	211 86	220 99	.....	.....	35 60	3 25	.....	471 70
Iroquois	619 26	.....	.....	145 89	.....	.....	74 77	839 92
Jackson . . . . .	.....	.....	.....	.....	.....	.....	.....	.....
Jasper	4 26	.....	53 80	53 75	.....	22 60	.....	134 41
Jefferson . . . . .	.....	.....	178 45	.....	.....	.....	.....	178 45
Jersey	57 13	.....	.....	110 14	.....	.....	.....	167 27
Jo Daviess	175 25	66 34	.....	98 10	35 95	49 95	327 49	.....
Johnson . . . . .	.....	.....	.....	.....	.....	.....	98 10	.....
Kane	390 79	468 85	.....	.....	366 34	.....	14 39	1,240 38
Kankakee	422 03	.....	.....	.....	31 47	.....	.....	453 50
Kendall	12 72	.....	.....	.....	.....	.....	.....	12 72
Knox	239 09	297 58	.....	.....	25 92	.....	31 19	593 78
Lake	183 52	577 30	.....	.....	.....	.....	35 56	796 38
LaSalle	466 13	972 95	.....	.....	238 75	13 95	16 80	1,748 58
Lawrence . . . . .	.....	.....	.....	74 75	39 55	.....	42 65	156 95
Lee	139 31	141 61	.....	.....	.....	.....	8 66	289 58
Livingston	2 01	1,009 23	24 60	.....	30 32	33 12	.....	1,009 28
Logan	106 60	281 61	.....	.....	69 48	.....	118 57	576 26
Macon	220 35	93 55	.....	.....	24 34	.....	34 88	373 12
Macoupin	322 14	256 42	.....	.....	89 58	150 67	23 18	841 99
Madison	544 37	7 90	558 20	96 11	.....	.....	107 10	1,313 68
Marion	39 77	.....	118 70	90 85	.....	.....	33 01	282 33
Marshall	27 37	92 51	.....	.....	49 85	.....	21 58	191 31
Mason	78 65	156 11	.....	.....	26 00	26 69	39 53	326 98
Massac . . . . .	.....	.....	135 50	.....	.....	.....	20 37	155 87
McDonough . . . . .	.....	277 10	.....	.....	.....	.....	.....	277 10
McHenry	112 60	82 65	.....	.....	.....	.....	24 37	219 62
McLean	288 45	191 64	.....	.....	132 96	104 73	101 95	819 73
Menard	89 43	68 60	.....	.....	20 49	.....	13 59	192 11
Mercer	87 82	103 03	.....	.....	.....	.....	6 13	196 98
Monroe . . . . .	.....	.....	.....	.....	.....	.....	25 12	25 12
Montgomery . . . . .	.....	219 87	35 30	.....	.....	.....	.....	255 17
Morgan	61 40	389 19	.....	.....	65 24	.....	67 74	583 57
Moultrie	12 77	.....	71 50	.....	55 30	.....	.....	139 59
Ogle	149 43	231 43	.....	.....	92 71	.....	30 39	503 6

Table IV—Concluded.

Counties.	Northern Insane Hospital.	Eastern Insane Hospital.	Central Insane Hospital.	Southern Insane Hospital.	Deaf and Dumb.	Blind.	Feeble- Minded Children.	Total.
Peoria.....		\$20 33	\$286 11	.....	\$133 73	.....	\$99 01	\$500 18
Perry.....		12 25	.....	\$129 20	107 27	.....	12 84	252 56
Platt.....		.....	138 70	29 00	12 35	.....	.....	180 05
Pike.....		112 88	.....	.....	42 90	.....	37 40	193 18
Pope.....		15 52	.....	162 55	.....	.....	.....	178 07
Pulaski.....		.....	37 38	.....	44 82	.....	.....	102 20
Putnam.....		.....	.....	138 20	.....	.....	22 88	161 08
Randolph.....		39 38	.....	.....	61 52	\$32 20	133 10	133 10
Richland.....	\$12 66	648 06	287 23	.....	85 65	2 60	19 55	1,055 75
Saline.....		.....	.....	44 40	.....	.....	.....	44 40
Sangamon.....		501 62	232 59	.....	147 78	.....	155 88	1,037 87
Schuyler.....		47 76	125 31	.....	20 35	75 03	15 48	283 93
Scott.....		17 94	104 36	.....	.....	7 75	.....	130 05
Shelby.....		.....	.....	200 64	.....	.....	55 00	345 64
Stark.....		9 86	.....	.....	5 81	.....	.....	15 67
St. Clair.....		532 73	58 40	423 50	204 06	2 45	14 72	1,235 86
Stephenson.....	183 06	104 34	.....	.....	121 64	35 80	53 10	497 94
Tazewell.....		171 42	268 87	.....	.....	.....	60 56	440 85
Union.....		116 65	.....	172 05	106 79	30 95	77 30	503 74
Vermillion.....		340 32	.....	12 70	28 35	.....	42 81	424 18
Wabash.....		.....	.....	120 75	.....	.....	.....	120 75
Warren.....		238 44	179 46	.....	.....	.....	.....	417 90
Washington.....		63 43	.....	77 75	41 52	11 87	30 77	228 34
Wayne.....		.....	.....	.....	.....	76 00	.....	76 00
White.....		70 65	.....	80 75	50 20	31 10	.....	232 70
Whiteside.....	172 10	61 66	.....	.....	17 00	.....	.....	250 76
Will.....	14 31	602 87	.....	.....	77 94	47 62	6 26	749 00
Williamson.....		.....	.....	88 00	21 62	10 35	.....	119 97
Winnebago.....	145 79	292 25	.....	.....	41 45	.....	17 11	499 60
Woodford.....		86 91	126 58	.....	.....	.....	71 17	284 69
Totals.....		\$2,500 15	\$14,344 13	\$6,297 87	\$6,256 30	\$4,485 42	\$1,074 73	\$2,198 66 \$37,157 66

TABLE V.—*Showing amounts collected from each county in the state, by seven state institutions, between the 1st day of October, 1887, and the 30th day of June, 1888.*

Counties.	Northern Insane Hospital.	Eastern Insane Hospital.	Central Insane Hospital.	Southern Insane Hospital.	Deaf and Dumb.	Blind.	Feeble- Minded Children.	Total.
Adams	\$202 35	\$221 85	.....	\$106 10	.....	\$8 75	\$43 10	\$583 15
Alexander . . . . .	.....	.....	.....	\$210 05	.....	.....	.....	210 05
Bond	18 33	.....	.....	127 33	22 71	.....	9 89	178 26
Boone	\$35 24	1 54	.....	.....	2 75	.....	.....	39 63
Brown	15 62	19 88	.....	.....	10 67	.....	.....	46 17
Bureau	66 68	.....	.....	.....	.....	.....	.....	66 68
Calhoun . . . . .	.....	.....	.....	.....	.....	.....	.....	.....
Carroll	95 18	5 31	.....	.....	41 55	.....	.....	142 04
Cass	46 21	61 08	.....	.....	28 13	4 50	5 93	145 85
Champaign	390 92	.....	.....	.....	81 29	.....	48 52	520 73
Christian . . . . .	.....	.....	92 96	.....	.....	.....	15 36	108 32
Clark	60 42	.....	.....	99 05	7 54	35 85	.....	202 86
Clay . . . . .	.....	14 10	.....	84 55	59 93	.....	31 31	189 89
Coles . . . . .	.....	.....	210 25	.....	.....	.....	21 06	231 31
Cook	5,187 07	10,081 93	.....	3,278 46	503 16	1,168 25	20,218 87	.....
Crawford . . . . .	.....	.....	113 80	.....	62 86	33 35	210 01	.....
Cumberland . . . . .	.....	.....	11 55	.....	.....	.....	.....	11 65
DeKalb	50 00	69 33	.....	.....	18 95	34 90	13 48	186 66
DeWitt . . . . .	.....	79 41	67 49	.....	43 45	23 40	24 34	238 09
Douglas . . . . .	.....	.....	54 45	14 80	.....	.....	1 96	71 21
Dul'age	64 01	42 68	.....	.....	.....	.....	.....	106 69
Edgar	130 93	.....	97 80	.....	12 40	6 50	247 63	.....
Edwards	6 09	.....	27 75	13 73	.....	7 70	55 27	.....
Effingham	74 35	.....	121 25	11 20	.....	4 16	210 96	.....
Fayette . . . . .	.....	.....	165 65	.....	.....	34 22	199 87	.....
Ford	70 61	.....	.....	.....	.....	5 70	12 93	89 24
Franklin . . . . .	.....	.....	91 80	5 25	.....	23 85	9 50	130 40
Fulton	105 60	195 09	.....	.....	115 44	15 20	35 81	467 14
Gallatin . . . . .	.....	.....	.....	.....	.....	.....	.....	.....
Greene	54 70	107 61	.....	23 49	.....	.....	.....	185 80
Grundy	113 37	.....	.....	115 78	.....	15 05	.....	229 15
Hamilton . . . . .	.....	.....	199 55	.....	.....	.....	.....	214 60
Hancock	45 02	81 07	.....	8 34	.....	24 55	8 13	167 11
Hardin . . . . .	.....	.....	.....	.....	.....	.....	.....	.....
Henderson . . . . .	.....	50 25	.....	.....	.....	.....	36 45	86 70
Henry	64 08	136 47	.....	8 90	.....	.....	.....	209 45
Iroquois	223 91	.....	.....	73 42	.....	.....	23 84	321 17
Jackson . . . . .	.....	.....	.....	.....	.....	.....	.....	.....
Jasper	12 68	.....	131 30	164 66	.....	4 65	313 29	.....
Jefferson . . . . .	.....	.....	122 10	.....	.....	.....	.....	122 10
Jersey	41 48	348 69	.....	58 23	.....	86 35	534 75	.....
Jo Daviess	85 00	10 13	.....	28 85	.....	.....	19 98	115 11
Johnson . . . . .	.....	.....	.....	.....	.....	.....	.....	28 85
Kane	168 97	.....	.....	.....	62 16	16 10	25 69	272 92
Kankakee	259 59	.....	.....	.....	19 30	.....	10 72	289 61
Kendall	28 28	11 59	.....	6 75	.....	.....	.....	46 62
Knox	140 18	127 35	.....	.....	12 75	.....	22 44	312 72
Lake	141 22	143 80	.....	.....	.....	.....	11 28	296 30
LaSalle	196 53	464 82	.....	.....	98 05	.....	9 34	768 74
Lawrence . . . . .	.....	.....	135 05	32 20	.....	.....	45 65	212 90
Lee	52 97	76 40	.....	.....	.....	.....	4 43	133 80
Livingston . . . . .	.....	.....	15 41	.....	12 26	.....	.....	27 67
Logan . . . . .	.....	.....	.....	.....	.....	64 69	64 69	.....
Macdon	26 20	81 24	.....	.....	38 45	.....	10 84	156 73
Macoupin	82 31	98 94	.....	.....	24 91	17 40	6 81	230 37
Madison	147 61	2 85	259 75	.....	32 41	14 53	43 71	500 86
Marion	1 05	.....	46 10	.....	42 15	.....	86 77	176 07
Marshall	27 55	48 61	.....	.....	22 25	.....	8 64	107 05
Mason . . . . .	.....	.....	.....	102 25	.....	.....	17 50	119 75
Massac . . . . .	.....	.....	.....	.....	.....	.....	.....	.....
McDonough	22 79	.....	.....	.....	.....	.....	.....	22 79
McHenry	91 20	237 46	.....	.....	174 88	41 90	53 26	342 26
McLean . . . . .	.....	.....	123 76	.....	.....	.....	.....	393 75
Menard . . . . .	.....	.....	.....	.....	65 98	26 48	73 69	166 15
Mercer	25 42	46 77	.....	.....	.....	.....	8 26	80 45
Mouree	66 89	.....	361 45	.....	89 54	.....	31 64	549 52
Montgomery	29 45	89 62	.....	.....	78 82	.....	5 94	203 83
Morgan	121 99	.....	.....	.....	60 19	.....	49 26	231 44
Moultrie . . . . .	.....	.....	.....	21 85	15 51	18 53	.....	55 89
Ogle	135 55	.....	.....	.....	27 44	.....	20 57	183 56

Table V.—Concluded.

Counties.	Northern Insane Hospital.	Eastern Insane Hospital.	Central Insane Hospital.	Southern Insane Hospital.	Deaf and Dumb.	Blind.	Feeble- Minded Children.	Total.
Peoria.....	\$7 35	\$301 71		\$49 64			\$14 04	\$272 74
Perry.....			\$83 50	24 55			5 05	113 10
Piatt.....		50 31						50 34
Pike.....	78 24	553 37		88 31	\$25 44	46 65	702 01	
Pope.....			84 55					84 55
Pulaski.....	11 82		104 35			22 17		116 17
Putnam.....		44 68						66 85
Randolph.....	47 29						34 34	81 63
Richland.....	57 29		241 30	122 74		55		421 88
Rock Island.....		182 11		43 41	20 35	9 99		255 86
Saline.....								
Sangamon.....		194 93		62 26		62 88		320 07
Schuylerville.....				5 59		4 32		9 81
Scott.....	15 38	38 26				5 70		59 34
Shelby.....			372 17			34 40	92 63	499 20
Stark.....		5 43		29 86			16 53	51 82
St. Clair.....	180 28	5 45	353 20	170 94	40 87	21 82		772 56
Stephenson.....	\$238 23	14 48		32 85	11 60	22 46		319 62
Tazewell.....	51 99	60 96						30 16
Union.....	119 22		347 85	61 75	62 68	27 04		618 54
Vermilion.....	404 37		17 70	76 84		51 18		550 69
Wabash.....			84 70	31 25				115 95
Warren.....	79 45	95 73						175 18
Washington.....	80 36		114 18	25 20	17 41	56 60		293 70
Wayne.....			713 59	161 70	113 55			988 84
White.....			170 95					170 95
Whiteside.....	167 16	31 68			13 84			212 68
Will.....	52 97	267 36			81 03	43 27	13 89	558 52
Williamson.....				624 50				625 50
Winnebago.....	147 60	208 43			57 76		4 34	418 13
Woodford.....		50 16	66 36				26 05	142 57
Totals.....	\$6,937 28	\$15,638 03	\$3,526 32	\$6,142 87	\$6,303 19	\$1,297 40	\$2,878 87	\$42,783 46

TABLE VI—Showing balances due seven state institutions, and not yet collected, on the 30th day of June, 1888, from each county in the state:

Counties.	Northern Insane Hospital.	Eastern Insane Hospital.	Central Insane Hospital.	Southern Insane Hospital.	Deaf and Dumb.	Blind.	Feeble-Minded Children.	Total.
Adams	\$72 26	\$385 33	.....	.....	\$46 33	\$9 20	\$7 73	\$520 85
Alexander	40 72	.....	.....	\$578 68	734 30	.....	300 76	1,654 46
Bond	23 91	.....	.....	34 25	16 53	.....	45	65 14
Boone	\$67 55	12 86	.....	.....	7 10	.....	.....	87 51
Brown	17 24	65 76	.....	.....	32 18	.....	.....	115 18
Bureau	58 28	234 40	.....	.....	.....	.....	.....	292 68
Calhoun	35 28	79 55	.....	.....	82 90	99 26	.....	297 19
Carroll	30 20	8 11	.....	.....	2 60	.....	.....	40 91
Cass	38 05	94 88	.....	.....	24 67	.....	2 83	160 43
Champaign	33 18	.....	.....	.....	41 71	.....	94	75 83
Christian	1 32	124 91	.....	.....	5 64	.....	32 85	164 72
Clark	51 78	.....	191 40	.....	22 28	7 65	.....	273 21
Clay	26 04	22 25	134 15	219 75	27 34	.....	7 15	402 19
Clinton	28 63	.....	109 15	.....	.....	.....	172 27	.....
Coles	14 33	.....	38 05	.....	.....	.....	30 00	82 38
Cook	617 10	2,569 58	.....	.....	574 39	342 92	336 74	4,440 73
Crawford	13 24	.....	75 25	193 55	29 55	29 71	.....	311 30
Cumberland	17 03	6 95	193 05	.....	17 18	50 12	.....	284 33
DeKalb	119 05	69 91	.....	.....	46 40	23 62	12 20	271 18
DeWitt	22 69	162 12	.....	.....	68 16	3 22	12 99	269 18
Douglas	1 05	.....	126 20	59 32	.....	.....	10 47	197 04
DuPage	113 64	25 20	.....	.....	.....	18 12	.....	188 84
Edgar	7 35	.....	6 25	.....	.....	7 68	.....	39 40
Edwards	6 30	.....	103 05	9 22	.....	9 81	.....	128 38
Effingham	73 65	.....	194 45	29 70	.....	7 64	.....	305 44
Fayette	2 14	.....	205 32	63 98	.....	30	31 51	303 25
Ford	89 15	.....	.....	.....	6 97	37 04	10	133 26
Franklin	1 87	.....	192 37	308 23	41 97	12 35	.....	556 79
Fulton	61 97	248 28	.....	.....	47 77	22 93	2 27	383 22
Gallatin	1 05	.....	124 30	.....	.....	.....	.....	125 35
Greene	49 39	66 54	.....	.....	16 49	.....	.....	132 33
Grundy	24 92	.....	.....	.....	116 49	.....	.....	141 41
Hamilton	.....	.....	23 35	106 48	3 85	.....	.....	133 68
Hancock	30 87	106 05	.....	.....	46 77	28 20	6 66	218 65
Hardin	.....	.....	251 10	28 37	.....	.....	.....	279 47
Henderson	.....	48 56	.....	.....	.....	.....	18	48 74
Henry	65 71	190 64	3 05	29 86	.....	.....	.....	289 26
Iroquois	141 63	.....	.....	16 60	.....	35 72	.....	193 95
Jackson	34 36	.....	340 70	320 40	.....	111 54	.....	807 00
Jasper	.....	.....	153 45	198 69	.....	28 01	.....	380 15
Jefferson	11 63	.....	133 90	.....	.....	10	.....	145 63
Jersey	15 29	100 00	.....	.....	17 82	.....	46 82	179 93
Jo Daviess	152 63	71 18	.....	.....	41 45	.....	23 54	291 80
Johnson	35 04	.....	120 70	.....	.....	.....	.....	155 74
Kane	199 18	17 38	.....	.....	113 27	28 97	13 69	372 49
Kankakee	132 94	.....	.....	.....	40 42	.....	.....	173 36
Kendall	20 18	4 61	.....	4 25	.....	.....	.....	29 04
Knox	131 83	201 60	.....	.....	42 07	.....	24 92	400 42
Lake	54 11	61 46	.....	.....	41 64	.....	35 98	193 14
LaSalle	324 21	270 65	.....	.....	359 87	.....	35 40	996 13
Lawrence	.....	.....	11 10	43 15	.....	7 19	.....	61 44
Lee	94 96	61 10	.....	.....	04	.....	4 80	160 90
Livingston	160 91	1 21	.....	.....	.....	.....	.....	162 12
Logan	100 64	418 83	.....	.....	64 64	.....	65 61	649 72
Macon	60 50	105 36	.....	.....	18 47	.....	41 66	225 99
Macoupin	86 61	80 37	.....	.....	87 09	25 30	8 26	287 63
Madison	136 86	.....	61 20	83 08	14 27	.....	56 90	352 31
Marion	7 21	.....	102 80	73 41	.....	37 36	.....	220 78
Marshall	15 12	89 03	.....	.....	22 80	.....	7 56	131 51
Mason	57 53	143 10	.....	.....	133 82	21 60	63 04	419 09
Massac	.....	.....	190 40	.....	.....	.....	15 26	205 66
McDonough	332 34	400 94	.....	.....	373 97	.....	34 97	1,142 12
McHenry	15 05	24 43	.....	.....	.....	.....	2 24	41 72
McLean	36 83	175 39	.....	.....	61 60	78 44	54 98	407 24
Menard	77 78	92 42	.....	.....	45 11	.....	34 82	250 13
Mercer	21 45	117 02	.....	.....	.....	.....	3 09	144 56
Monroe	78 04	.....	76 90	123 16	.....	.....	18 58	296 68
Montgomery	.....	137 89	.....	.....	43 88	.....	12 58	194 35
Morgan	103 67	142 39	.....	.....	110 32	35 27	37 90	429 55
Montrie	8 61	.....	44 65	3 45	10	.....	.....	56 81
Ogle	66 88	.....	.....	.....	84 87	.....	22 19	178 94
Peoria	.....	1 45	221 84	.....	107 01	.....	37 63	367 96

Table VI—Concluded.

Counties.	Northern Insane Hospital	Eastern Insane Hospital	Central Insane Hospital	Southern Insane Hospital	Deaf and Dumb.	Blind.	Feeble- Minded Children.	Total.
Perry		16 12		14 75	6 17	410 55	6 04	53 63
Piatt			135 73	38 40				173 83
Pike	38 30		257 79		122 12		27 09	440 30
Pope				83 05				83 05
Polaski		37		694 18				694 55
Putnam			86 65			19 75		56 40
Randolph		1 54		259 10	17 70		24 74	303 08
Richland				106 10	91 06	1 00		198 10
Rock Island	64	280 40	229 30		133 92		7 18	651 44
Saine				415 25	151 10			596 35
San Juanon		112 47	215 05		151 08	24 90	89 44	593 54
Schuyler					35 02		18 91	53 93
Scott		14 32	45 77			10		60 63
Shelby				76 45			36 67	113 12
Stark			6 44		25 29		16 97	48 70
St. Clair		84 30		68 20	101 09	61 69	6 09	321 27
Stephenson	96 48	27 12			87 30	24 05	23 51	298 46
Tazewell		61 99	124 26		16		44 52	240 93
Union		1 13		38 85	157 56	47 13		217 93
Vermillion		236 85		2 15	55 58		34 58	329 16
Wabash		9 00		18 80	21 79	20		49 94
Warren		59 15	126 32				10	185 57
Washington		15 52		158 17	20 20	21 40		216 10
Wayne		55 66		186 31	184 78	72 89	39 77	539 51
White		107 03		673 80	252 38	181 28		1,214 49
Whiteside	48 82	38 28			23 16		10 60	130 86
Will	3 77	398 74			61 79	30 70	5 82	500 82
Williamson		5 61		334 95	140 38	56 75	98 66	636 35
Winnebago	45 17	42 26			30 27		5 42	123 12
Woodford		45 69	125 14				31 47	202 30
Totals.....	\$2,070 67	\$7,552 14	\$5,566 66	\$6,981 78	\$7,582 84	\$1,474 39	\$2,324 25	\$33,552 73

TABLE VII.—*Consolidated Financial Statement (all funds included) for the fiscal*

ITEM.	HOSPITALS FOR THE INSANE.			
	Northern.	Eastern.	Central.	Southern.
APPROPRIATIONS.				
<i>Dr.</i>				
Appropriations 1885, undrawn October 1, 1886.....	\$79,735.84	\$260,274.60	\$137,409.06	\$86,595.64
Appropriations 1887	225,345.00	548,500.00	324,500.00	230,477.00
	<hr/>	<hr/>	<hr/>	<hr/>
	<i>Cr.</i>			
Appropriations drawn during the year	106,395.21	346,334.99	174,906.01	116,471.81
Appropriations lapsed September 30, 1887		2,000.00	3.05	.....
Appropriations undrawn September 30, 1887.....	198,685.63	160,439.61	287,000.00	190,600.83
	<hr/>	<hr/>	<hr/>	<hr/>
	RECEIPTS AND DISBURSEMENTS.			
<i>Dr.</i>				
Cash on hand October 1, 1886	15,220.25	42,100.11	13,770.53	20,043.15
From State, ordinary	99,500.00	232,500.00	145,500.00	100,875.00
From State, special	6,895.21	113,894.99	29,406.01	15,596.81
From Burr fund	2,639.46	.....	.....	.....
From shoe factory	6,586.36	22,068.20	11,976.80	13,060.44
From other sources				
	<hr/>	<hr/>	<hr/>	<hr/>
	<i>Cr.</i>			
Indebtedness October 1, 1886, paid.....	3,256.09	11,179.92	.....	\$,941.76
Expenses present year, paid	101,817.48	348,174.10	173,442.75	125,557.33
Cash on hand September 30, 1887	25,821.71	51,149.37	27,210.59	15,076.31
	<hr/>	<hr/>	<hr/>	<hr/>
	FINANCIAL CONDITION.			
<i>Dr.</i>				
Indebtedness October 1, 1886	3,256.09	11,179.92	.....	\$,941.76
Expenses, ordinary, present year	96,457.70	246,952.50	149,669.35	121,102.44
Expenses, special, present year	8,507.53	113,606.99	23,773.40	11,838.98
Expenses, Burr fund	1,739.00	.....	.....	.....
Expenses, shoe factory				
	<hr/>	<hr/>	<hr/>	<hr/>
	<i>Cr.</i>			
Expenses paid as above	105,073.57	359,354.02	173,442.75	134,499.09
Indebtedness September 30, 1887	5,006.75	12,385.39	.....	7,384.09
	<hr/>	<hr/>	<hr/>	<hr/>
	SURPLUS AND DEFICIT.			
<i>Dr.</i>				
Cash balance September 30, 1887	25,821.71	51,149.37	27,210.59	15,076.31
Cash estimates in state treasury	8,905.31	.....	1,163.14	2,286.45
Deficit September 30, 1887				
	<hr/>	<hr/>	<hr/>	<hr/>
	<i>Cr.</i>			
Indebtedness September 30, 1887	5,006.75	12,385.39	.....	7,384.09
Surplus September 30, 1887	21,720.25	38,763.48	28,373.73	9,978.67
	<hr/>	<hr/>	<hr/>	<hr/>

of the Income and Expenses of eleven State Institutions, classified, year 1887.

INSTITUTIONS FOR THE—		Asylum for Feeble-Minded.	Soldiers' Orphans' Home.	Charitable Eye and Ear Infirmary.	State Reform School.	Soldiers' and Sailors' Home.	Total.
Deaf and Dumb.	Blind.						
\$78,293 98 217,000 00	\$23,418 93 76,600 00	\$45,875 00 136,000 00	\$37,594 35 113,500 00	\$14,242 40 57,000 00	\$41,835 29 126,600 00	\$136,582 46 406,500 00	\$941,857 55 2,462,022 00
\$295,293 98	\$100,018 93	\$181,875 00	\$151,094 35	\$71,242 40	\$178,435 29	\$543,082 46	\$3,403,879 55
109,709 27	31,418 93	61,375 00	53,311 99 62	24,125 95	84,986 01	207,231 64	1,316,266 81 2,003 67
185,584 71	68,600 00	120,500 00	97,781 74	47,116 45	93,449 28	335,850 82	2,085,609 07
\$295,293 98	\$100,018 93	\$181,875 00	\$151,094 35	\$71,242 40	\$178,435 29	\$543,082 46	\$3,403,879 55
3,793 07 98,500 00 11,209 27	5,449 49 30,500 00 918 93	9,882 82 57,875 00 3,500 00	6,675 35 51,250 00 2,061 99	27 19,750 00 4,315 95	10,544 80 50,000 00 34,986 01	121 60 65,000 00 142,231 64	127,601 44 951,350 00 265,016 81 2,699 46
8,879 40	3,091 67	4,456 87	653 41		18,384 05 7,733 84	238 19	18,384 05 78,739 27
\$122,381 74	\$39,960 09	\$75,714 69	\$60,640 75	\$24,126 22	\$121,648 70	\$207,591 43	\$1,543,691 03
1,445 39 100,599 82 20,336 53	42,621 88 (a) 2,661 79	70,060 88 5,653 81	51,749 60 8,891 15	1,681 74 22,439 23 5 25	29,297 89 98,901 50 22,747 20	55,802 79 1,307,977 51 5,680 60	1,014,018 40 331,350 99 179,910 73
\$122,381 74	\$39,960 09	\$75,714 69	\$60,640 75	\$24,126 22	\$121,648 70	\$207,591 43	\$1,543,691 03
1,445 39 105,977 49 11,618 58	39,709 80 2,912 08	66,361 51 3,099 37	49,687 61 2,061 99	1,681 74 20,012 07 4,375 95	29,297 89 48,402 66 33,827 91	55,802 79 69,085 27 116,168 21	1,014,018 40 331,350 99 1,799 00 16,670 92
\$119,041 46	\$42,621 88	\$70,060 88	\$51,749 60	\$26,069 76	\$98,901 50	\$214,551 37	\$1,420,142 11
102,045 21 16,996 25	42,621 88	70,060 88	51,749 60 1,948 79	24,120 97 1,948 79	98,901 50	201,910 88 12,640 54	1,363,780 30 56,361 81
\$119,041 46	\$42,621 88	\$70,060 88	\$51,749 60	\$26,069 76	\$98,901 50	\$214,551 37	\$1,420,142 11
20,336 53 1,774 13	(a) 2,661 79 2,661 79	5,653 81 1,110 50	8,891 15	5 25 1,943 54	22,747 20	5,680 60 3,234 46 3,725 48	179,910 73 15,135 79 5,669 02
\$22,110 66		\$6,764 31	\$8,891 15	\$1,948 79	\$22,747 20	\$12,640 54	\$200,715 54
16,996 25 5,114 41		6,764 31	8,891 15	1,948 79	22,747 20	12,640 54	56,361 81 144,353 73
\$22,110 66		\$6,764 31	\$8,891 15	\$1,948 79	\$22,747 20	\$12,640 54	\$200,715 54

Table VII—

ITEM.	HOSPITALS FOR THE INSANE			
	Northern.	Eastern.	Central.	Southern.
ORDINARY EXPENSES CLASSIFIED.				
Attendance	\$37,630 77	\$90,867 17	\$52,777 71	\$44,502 86
Food	26,423 10	66,190 95	49,857 64	36,703 74
Clothing, bedding, etc.	4,836 75	16,937 63	10,828 38	9,418 79
Laundry supplies	645 14	1,866 09	1,221 21	925 54
Fuel	13,588 36	22,832 71	8,292 94	9,561 50
Light	2,034 13	5,063 64	3,272 39	2,631 74
Water			1,839 58	
Medicine and medical supplies	1,030 42	2,698 69	1,677 37	2,168 90
Freight and transportation	555 07	1,434 75	913 33	987 20
Postage and telegraphing	574 38	1,057 24	556 91	490 18
Books and stationery	255 61	610 03	863 72	446 18
Printing and advertising	459 97	941 71	615 70	252 45
Music and amusements	680 80	883 71	902 42	207 05
Instruments and apparatus	60 83	77 83	53 32	22 60
Household expenses	764 88	3,017 62	705 10	651 62
Furniture	1,903 53	3,147 38	2,916 54	1,774 63
Building, repairs, etc.	2,087 36	12,424 22	4,704 04	4,553 37
Tools	64 37	275 81	74 99	115 39
Machinery, etc.	226 36	1,611 96	1,244 82	1,718 11
Farm, garden, stock and grounds	2,336 84	13,505 76	5,394 05	3,871 71
Real estate				
Legal expenses		14 70	50 00	69 65
Insurance	216 00	130 00	150 00	100 00
Shop expenses		153 54	27 26	51 65
Burial expenses	83 00	153 40	805 25	84 00
Expenses not classified			1,547 68	4 35
Total	\$90,457 70	\$246,952 50	\$119,669 35	\$121,102 44
Less receipts not from state	6,580 36	22,068 29	11,976 80	13,060 44
Cost to state				
	\$89,877 34	\$224,884 21	\$137,692 55	\$108,042 00
SPECIAL EXPENSES CLASSIFIED.				
Attendance	2,064 85	6,597 52	5,505 07	5,065 65
Clothing, bedding, etc.		741 78		
Laundry supplies		45 00		
Fuel	175 22			
Light		210 80		
Water				
Medicine and medical supplies				
Freight and transportation	3 74	49		38 65
Postage and telegraphing		2 15		
Books and stationery		365 85		
Printing and advertising				
Music and amusements	200 00	420 14		
Instruments and apparatus		16 00		
Household expenses	23 79	1,537 80		
Furniture	41 91	2,267 41		
Building, repairs, etc.	7,461 54	74,847 46	18,017 53	5,573 59
Tools	10 48	39 28		6 70
Machinery, etc.		1,860 24	242 25	1,131 14
Farm, garden, stock and grounds	383 65	1,883 68	8 55	19 95
Real estate		22,639 00		
Legal expenses	1 45	132 49		
Shop expenses				
Expenses not classified				
Total	(c)\$10,366 53	\$113,606 99	\$23,773 40	\$11,828 98
<i>(b.) AVERAGES.</i>				
Total number of days' board furnished	233,835	648,095	390,969	278,790
Deduct furnished to officers and employees	38,845	93,909	55,875	43,178
Days' board furnished to inmates	194,990	554,186	335,094	235,612
Average number of inmates	534 22	1,518 32	918 07	645 51
Average cost per capita (gross)	\$180 56	\$162 65	\$163 03	\$157 61
Average cost per capita (net)	168 24	148 11	149 98	107 88

Continued.

INSTITUTIONS FOR THE—		Asylum for Feeble- Minded.	Soldiers' Orphans' Home.	Charita- ble Eye and Ear Infirmary.	State Reform School.	Soldiers' and Sailors' Home.	Total.
Deaf and Dumb.	Blind.						
\$54,156 56	\$16,384 12	\$26,475 16	\$17,310 51	\$5,685 04	\$15,567 79	\$16,110 57	\$377,168 56
17,190 05	9,072 29	16,743 63	17,292 27	8,509 71	12,753 53	11,027 41	271,764 32
4,248 03	1,996 62	3,794 17	6,020 93	5 60	3,725 52	11,629 54	73,451 96
468 25	277 98	395 81	364 88	329 07	670 41	852 31	7,716 69
7,289 91	1,729 02	5,805 06	2,928 48	1,833 88	3,962 59	2,077 41	79,802 56
1,738 66	739 90	2,958 54	785 41	438 35	862 82	409 19	20,934 77
736 78	257 95			307 20		485 40	3,687 21
321 23	100 91	411 14	154 89	618 34	193 92	711 26	10,087 07
1,994 76	600 85	524 66	438 71	743 48	2,690 81	2,028 06	12,911 69
728 61	233 37	261 11	151 60	122 19	173 44	263 00	4,635 06
1,612 78	421 15	222 57	504 79	226 44	384 75	551 50	6,135 55
806 85	172 19	112 70	104 70	178 00	87 25	671 55	4,403 07
404 27	305 74	266 55	141 87	7 50	438 27	111 65	3,852 83
688 50		300 76	9 20		32 50	35 60	1,281 14
615 24	163 68	529 51	369 07	186 63	442 93	673 85	8,120 13
2,343 57	1,558 23	1,251 67	1,037 08	17 50	1,213 50	9,394 33	26,557 96
3,957 44	314 88	3,320 31	929 62	238 39	2,604 48	6,781 16	41,998 27
111 97	12 00	73 65	86 65	19 00	127 70	164 96	1,126 49
951 73	43 54	308 68	191 14	8 00	549 82	1,876 29	8,730 45
4,552 89	4,463 68	2,474 91	752 96	165 75	1,447 39	3,042 32	42,008 26
		300 00		337 00			637 00
						51 60	185 95
	50 00						646 00
939 66	748 70	331 42			255 44	46 14	2,553 81
30 00	16 00	99 50	94 00	45 00	72 50	27 80	1,512 45
8 75	27 00		12 85		55 27	59 37	1,808 85
\$105,977 49	\$39,709 80	\$66,961 51	\$49,687 61	\$20,012 07	\$48,402 66	\$69,085 27	\$1,014,018 40
8,879 40	3,091 67	4,456 87	653 41		7,733 84	238 19	78,139 27
\$97,098 09	\$36,618 13	\$62,504 64	\$49,034 20	\$20,012 07	\$40,668 82	\$68,847 08	\$935,279 13
2,391 86	475 21	384 50	825 25	702 90	3,278 93	3,478 11	30,769 85
				338 53		4,003 54	5,083 85
				6 90			51 90
	1 90					175 15	352 27
						4 85	217 15
						99 50	99 50
							34 20
	80					633 74	677 42
						31 95	34 10
	548 92		93 73	148 05	227 19	5 15	1,388 89
						164 54	164 54
						21 25	642 04
	447 82					4 00	483 82
						2 50	1,605 49
	7 80	1 25	1 85	30 50			
						3,122 91	8,071 33
	1 90			651 07	1,986 13		
						100,989 67	221,629 75
8,221 63	2,321 31	1,778 56	1,134 71	848 31	435 14		
1 75	1 50		6 45	19 17	1 56	15 40	102 29
	98 20	814 54		1,578 17	1,064 02	2,581 20	9,372 76
	4 26	120 52				628 58	3,054 79
						150 00	22,639 00
							283 94
							43,605 87
						56 17	56 17
\$11,618 58	\$2,912 08	\$3,099 37	\$2,061 99	\$4,375 95	(d)\$50,498 84	\$116,168 21	\$350,320 92
159 196	55,795	158,595	137,114	49,742	123,895	60,838	2,296,026
26,957	10,558	26,542	12,790	5,510	12,774	3,070	326,938
132,239	45,237	132,053	124,324	41,233	111,121	57,768	1,909,088
362,30	123,94	361,79	340,61	121,18	304,44	269,94	5,230 38
\$292 57	\$320 40	\$185 08	\$145 88	\$165 14	\$158 99	\$255 98	\$180 66
268 00	295 45	172 76	143 96	165 14	133 59	255 05	165 65

Table VII—

ITEM.	HOSPITALS FOR THE INSANE.			
	Northern.	Eastern.	Central.	Southern.
MOVEMENT OF THE POPULATION.—INMATES.				
Present at beginning of year	539.	1,515.	926.	634.
Since admitted, new	90.	282.	237.	123.
Former inmates re-admitted.....	15.	37.	34.	22.
Total for year.....	644.	1,834.	1,197.	779.
Discharged	98.	217.	227.	131.
Died	19.	91.	57.	30.
Present at end of year—				
Males	263.	908.	459.	350.
Females	264.	618.	484.	259.
Total for year.....	644.	1,834.	1,197.	779.

(a.) Overdraft.

(b.) Soldiers' and Sailors' Home commenced to receive inmates March 1, and is not included in the total averages.

(c.) Includes expenses on account of Burr fund.

(d.) Includes expenses of shoe factory.

Concluded.

INSTITUTIONS FOR THE—		Asylum for Feeble- Minded.	Soldiers' Orphans' Home.	Charita- ble Eye and Ear Infirmary.	State Reform School. .	Soldiers' and Sailors' Home.	Total..
Deaf and Dumb.	Blind.						
500.	155.	363.	360.	136.	298.	.....	5,426.
64.	41.	35.	100.	672.	156.	532.	2,332.
443.	141.	80.	151.	26.	2.	2.	953.
1,007.	337.	478.	611.	834.	456.	534.	8,711.
520.	181.	101.	248.	703.	150.	128.	2,704.
2.	4.	7.	7.	5.	3,	12.	237.
285.	88.	202.	207.	79.	303.	394.	3,547.
200.	64.	168.	149.	47.	.....	.....	2,923.
1,007.	337.	478.	611.	834.	456.	534.	8,711.

TABLE VIII.—*Consolidated Financial Statement (all funds included) for the fiscal year*

	HOSPITALS FOR THE INSANE.			
	Northern.	Eastern.	Central.	Southern.
APPROPRIATIONS.				
<i>Dr.</i>				
Appropriations 1887, undrawn October 1, 1887....	\$198,685 63	\$160,439 61	\$287,000 00	\$190,600 83
<i>Cr.</i>				
Appropriations drawn during year.....	92,506 26	202,714 91	129,251 87	\$1,506 25
Appropriations undrawn June 30, 1888.....	107,179 37	257,734 70	157,735 13	109,094 58
	\$198,685 63	\$160,439 61	\$287,000 00	\$190,600 83
RECEIPTS AND DISBURSEMENTS.				
<i>Dr.</i>				
Cash on hand October 1, 1887.....	25,821 71	51,149 37	27,210 59	15,076 31
From state, ordinary.....	75,500 00	180,000 00	112,500 00	77,625 00
From state, special.....	18,006 26	22,714 91	16,764 87	3,881 25
From Burr fund.....	10,112 56	.....	.....	.....
From shoe factory.....	9,633 55	20,568 74	7,177 52	10,682 87
From other sources.....	.....	.....	.....	.....
	\$137,094 08	\$274,433 02	\$163,652 98	\$107,265 43
<i>Cr.</i>				
Indebtedness October 1, 1887, paid.....	5,006 75	12,385 39	.....	7,384 09
Expenses present year paid.....	78,835 24	211,374 09	130,576 19	83,440 75
Burr fund loaned.....	5,338 77	.....	.....	.....
Cash on hand June 30, 1888.....	47,913 32	50,673 54	33,076 79	16,440 59
	\$137,094 08	\$274,433 02	\$163,652 98	\$107,265 43
FINANCIAL CONDITION.				
<i>Dr.</i>				
Indebtedness October 1, 1887.....	5,006 75	12,385 39	.....	7,384 09
Expenses, ordinary, present year.....	73,124 43	203,616 20	114,974 46	87,512 21
Expenses, special, present year.....	16,857 60	22,714 91	15,601 73	2,799 80
Expenses, Burr fund.....	399 66	.....	.....	.....
Expenses, shoe factory.....	.....	.....	.....	.....
	\$95,388 44	\$238,716 50	\$130,576 19	\$97,696 10
<i>Cr.</i>				
Expenses paid as above.....	83,841 99	223,759 48	130,576 19	90,824 84
Indebtedness June 30, 1888.....	11,546 45	14,957 02	.....	6,871 26
	\$95,388 44	\$238,716 50	\$130,576 19	\$97,696 10
SURPLUS AND DEFICIT.				
<i>Dr.</i>				
Cash balance June 30, 1888.....	47,913 32	50,673 54	33,076 79	16,440 59
Cash estimates in state treasury.....	1,726 66	.....	.....	1,205 00
Deficit June 30, 1888.....	.....	.....	.....	.....
	\$49,639 98	\$50,673 54	\$33,076 79	\$17,645 59
<i>Cr.</i>				
Indebtedness June 30, 1888.....	11,546 45	14,957 02	.....	6,871 26
Surplus June 30, 1888.....	38,093 53	35,716 52	33,076 79	10,774 33
	\$49,639 98	\$50,673 54	\$33,076 79	\$17,645 59

of the Income and Expenses of eleven State Institutions, classified, (nine months) 1888.

INSTITUTIONS FOR THE--		Asylum for Feeble Minded.	Soldiers' Orphans' Home.	Charitable Eye and Ear In- firmary.	State Reform School.	Soldiers' and Sailors' Home.	Total.
Deaf and Dumb.	Blind.						
\$185,584 71	\$68,600 00	\$120,500 00	\$97,781 74	\$47,116 45	\$93,449 28	\$335,850 82	\$2,085,609 07
80,658 59	30,495 23	49,719 71	42,177 69	20,603 98	42,149 28	179,332 87	950,129 64
104,926 12	38,104 77	70,780 29	55,604 05	26,512 47	51,300 00	156,517 95	1,135,479 43
\$185,584 71	\$68,600 00	\$120,500 00	\$97,781 74	\$47,116 45	\$93,449 28	\$335,850 82	\$2,085,609 07
20,336 53	*2,261 79	5,653 81	8,891 15	5 25	22,747 20	5,680 60	179,910 73
75,000 00	24,000 00	46,500 00	41,250 00	18,750 00	37,500 00	75,000 00	761,625 00
5,658 59	6,495 23	3,219 71	927 69	1,853 98	4,649 28	104,332 87	188,504 64
.....	.....	.....	.....	.....	.....	.....	10,112 56
10,315 30	3,274 71	5,046 59	237 47	.....	90,808 48	.....	90,808 48
.....	.....	.....	.....	.....	27 29	1,041 41	68,025 45
\$111,310 42	\$31,108 15	\$60,420 11	\$51,306 31	\$20,609 23	\$155,732 25	\$186,054 88	\$1,298,986 86
16,996 25	.....	.....	.....	1,948 79	.....	12,640 54	56,361 81
83,779 77	30,532 74	54,233 70	39,741 40	18,515 36	135,096 67	165,939 20	1,032,065 11
.....	575 41	6,186 41	11,564 91	145 08	20,635 58	7,475 14	5,338 77
10,534 40	.....	.....	.....	.....	.....	.....	205,221 17
\$111,310 42	\$31,108 15	\$60,420 11	\$51,306 31	\$20,609 23	\$155,732 25	\$186,054 88	\$1,298,986 86
16,996 25	.....	.....	.....	1,948 79	.....	12,640 54	56,361 81
82,828 01	26,445 35	51,292 42	38,813 71	16,661 38	4,023 93	73,258 02	808,550 12
5,184 09	4,087 39	2,941 28	927 69	1,853 98	4,649 28	103,285 38	180,903 13
.....	.....	.....	.....	.....	91,662 34	.....	399 66
.....	.....	.....	.....	.....	.....	.....	91,662 34
\$105,008 35	\$30,532 74	\$54,233 70	\$39,741 40	\$20,464 15	\$136,335 55	\$189,183 94	\$1,137,877 06
100,776 02	30,532 74	54,233 70	39,741 40	20,464 15	135,096 67	178,579 74	1,088,426 92
4,232 33	.....	.....	.....	.....	1,238 88	10,604 20	49,450 14
\$105,008 35	\$30,532 74	\$54,233 70	\$39,741 40	\$20,464 15	\$136,335 55	\$189,183 94	\$1,137,877 06
10,534 40	575 41	6,186 41	11,564 91	145 08	20,635 58	7,475 14	205,221 17
2,081 41	.....	832 07	.....	.....	.....	2,186 97	8,032 11
.....	.....	.....	.....	.....	.....	942 09	942 09
\$12,615 81	\$575 41	\$7,018 48	\$11,564 91	\$145 08	\$20,635 58	\$10,604 20	\$211,195 37
4,232 33	.....	7,018 48	11,564 91	145 08	1,238 88	10,604 20	49,450 14
8,388 48	575 41	.....	.....	.....	19,396 70	.....	164,745 23
\$12,615 81	\$575 41	\$7,018 48	\$11,564 91	\$145 08	\$20,635 58	\$10,604 20	\$211,195 37

Table VIII.—

	HOSPITALS FOR THE INSANE.			
	Northern.	Eastern.	Central.	Southern.
ORDINARY EXPENSES CLASSIFIED.				
Attendance.....	27,459 21	73,303 17	42,319 77	30,608 11
Food.....	18,729 73	48,128 98	34,260 06	26,391 69
Clothing, bedding, etc.....	5,895 01	13,735 06	7,155 38	6,058 87
Laundry supplies.....	516 06	1,294 39	807 12	716 28
Fuel.....	9,006 69	27,328 02	7,221 85	6,303 84
Light.....	1,645 45	3,143 87	2,440 32	6,811 90
Water.....			779 59	
Medicine and medical supplies.....	706 66	1,841 81	1,503 31	1,777 94
Freight and transportation.....	414 49	837 13	677 70	395 11
Postage and telegraphing.....	214 88	946 33	213 98	403 30
Books and stationery.....	255 58	453 30	916 16	340 98
Printing and advertising.....	177 15	316 20	122 75	266 85
Music and amusements.....	546 58	313 09	93 36	145 24
Instruments and apparatus.....	99 36	128 08	149 65	66 00
Household expenses.....	613 25	1,079 61	501 92	411 76
Furniture.....	1,250 95	2,971 57	2,843 95	578 64
Building, repairs, etc.....	780 55	10,697 77	7,157 38	1,948 71
Tools.....	31 83	240 32	131 49	158 41
Machinery, etc.....	178 70	3,211 08	1,168 23	498 79
Farm, garden, stock and grounds.....	4,379 30	11,624 54	3,782 12	2,926 16
Real estate.....		250 00		
Legal expenses.....	130 00	25	100 00	87 88
Insurance.....		77 72	150 00	100 00
Shop expenses.....		252 87	12 66	6 29
Burial expenses.....	93 00	81 90	457 36	25 00
Expenses not classified.....		1,358 94	18 32	64 10
Total.....	\$73,124 43	\$203,616 20	\$114,974 46	\$87,512 21
Less receipts not from state.....	9,652 55	20,568 74	7,177 52	10,682 87
Cost to state.....	\$63,470 88	\$183,047 46	\$107,796 94	\$76,829 34
SPECIAL EXPENSES CLASSIFIED.				
Attendance.....	1,644 76	1,958 10	1,936 00	1,093 11
Clothing, bedding, etc.....		733 20		
Laundry supplies.....				
Fuel.....				
Light.....				
Medicine and medical supplies.....				
Postage and telegraphing.....		1 50		
Books and stationery.....		331 86		
Printing and advertising.....				
Music and amusements.....		1 20		
Household expenses.....		127 11		
Furniture.....		130 49		
Building, repairs, etc.....	14,919 60	10,722 89	7,569 23	1,663 94
Tools.....		21 12		
Machinery, etc.....		8,125 00	6,065 00	
Farm, garden, stock and grounds.....	293 84	540 00	31 50	42 75
Real estate.....				
Shop expenses.....		22 41		
Total.....	\$16,857 60	\$22,714 91	\$15,601 73	\$2,799 80
AVERAGES.				
Total number of days' board furnished.....	151,223	506,752	291,378	204,620
Deduct furnished to officers and employees.....	20,914	74,753	42,837	32,129
Days' board furnished to inmates.....	144,409	431,999	248,541	172,491
Average number of inmates.....	527 04	1,576 64	907 08	629 53
Average cost per capita (gross).....	\$138 75	\$129 15	\$226 75	\$139 01
Average cost per capita (net).....	120 43	116 10	118 81	122 04

Continued.

INSTITUTIONS FOR THE—		Asylum for Feeble Minded.	Soldiers' Orphans' Home.	Charitable Eye and Ear Infirmary.	State Reform School.	Soldiers' and Sailors' Home.	Total.
Deaf and Dumb.	Blind.						
\$41,853 32	\$12,150 83	\$20,088 35	\$13,621 87	\$4,512 92	\$11,421 39	\$19,523 99	\$296,862 93
12,953 04	5,552 41	13,586 35	13,970 28	6,466 31	13,227 36	23,294 48	216,560 69
3,056 17	987 14	3,195 35	4,373 46	20 25	4,344 15	7,367 65	56,185 49
588 57	6 30	463 88	256 20	389 69	426 33	553 66	6,018 48
7,035 99	1,682 17	3,293 01	2,318 45	1,827 76	3,489 22	6,096 42	75,693 42
1,705 89	740 90	2,017 11	547 95	379 60	721 56	1,536 08	21,690 63
569 75	256 68	688 35	.....	234 90	.....	1,121 80	3,649 07
192 47	87 95	288 65	72 79	369 33	141 28	1,358 51	8,340 73
1,318 26	439 07	277 29	251 09	683 63	1,354 90	686 33	7,335 00
331 12	114 95	174 09	94 88	92 23	105 97	389 68	3,081 47
820 05	467 96	205 23	260 69	203 43	376 17	394 23	4,693 78
93 25	72 75	26 75	45 65	96 00	100 75	531 40	1,849 50
229 79	250 27	323 53	289 93	17 80	877 93	406 70	3,486 22
82 31	1 75	123 50	16 45	.....	4 82	9 20	681 12
294 41	151 90	470 46	355 60	72 60	390 09	561 35	4,902 95
2,480 62	138 10	1,462 62	508 00	102 53	674 30	1,290 56	14,602 14
2,043 98	192 41	1,113 92	591 35	714 86	1,347 07	4,688 39	31,276 39
62 77	32 32	36 83	14 45	4 87	18 90	248 23	1,010 32
197 51	40 30	81 97	134 05	.....	267 99	293 12	6,071 74
4,879 92	2,590 23	2,211 86	1,050 57	90 67	391 42	2,547 64	36,474 73
1,128 00	.....	850 00	.....	277 00	.....	.....	2,505 00
.....	50 00	.....	.....	.....	.....	85 50	403 63
902 54	438 71	191 82	.....	.....	259 17	102 41	477 22
.....	.....	121 50	30 50	105 00	41 00	50 95	2,166 47
8 28	25	.....	9 50	.....	42 16	22 74	1,006 21
.....	.....	.....	.....	.....	.....	.....	1,524 29
\$82,828 01	\$26,445 35	\$51,292 42	\$38,813 71	\$16,661 38	\$40,023 93	\$73,258 02	\$808,550 12
10,315 30	3,274 71	5,046 59	237 47	00	27 29	1,041 41	68,025 45
\$72,512 71	\$23,170 64	\$56,245 93	\$38,753 24	\$16,661 38	\$39,906 64	\$72,216 61	\$740,524 67
.....
1,576 66	58 65	290 40	388 31	150 45	.....	3,995 09	13,091 53
.....	.....	.....	.....	355 59	.....	889 34	1,978 13
.....	50	.....	.....	1 20	.....	.....	1 20
.....	.....	.....	.....	45	.....	.....	50
.....	.....	.....	.....	173 82	.....	.....	45
.....	440 61	.....	146 23	65 50	300 00	.....	173 82
.....	.....	.....	.....	.....	.....	.....	1 50
.....	.....	.....	.....	17 70	.....	130 18	1,284 20
.....	.....	.....	.....	458 97	.....	2,964 70	130 57
.....	3,166 32	3,829 92	626 83	345 50	222 68	4,000 00	3,554 16
.....	.....	.....	.....	3 60	.....	88,003 60	135,069 91
.....	193 32	1,765 53	47 65	404 02	349 28	4,985 25	24 72
.....	5 50	258 52	.....	.....	.....	1,286 65	2,458 76
.....	.....	.....	.....	.....	.....	900 00	900 00
.....	.....	.....	.....	.....	.....	.....	22 41
\$5,184 09	\$4,087 39	\$2,941 28	\$927 69	\$1,853 98	\$4,649 28	\$103,171 39	\$180,789 14
.....
153,271	47,376	127,497	108,191	39,185	98,429	136,812	1,884,834
25,177	7,292	21,594	9,864	4,332	9,772	5,297	259,961
128,094	40,084	105,903	98,327	34,858	88,657	131,515	1,624,873
467 50	146 29	386 51	358 86	127 20	323 57	479 98	5,930 20
\$177 17	\$180 77	\$182 71	\$108 16	\$130 99	\$123 69	\$152 86	\$136 36
155 11	158 39	119 65	107 50	130 99	123 61	150 70	124 89

Table VIII.—

	HOSPITALS FOR THE INSANE.			
	Northern.	Eastern.	Central.	Southern.
MOVEMENT OF THE POPULATION.—INMATES.				
Present at beginning of year.....	527.	1,526.	913.	618.
Since admitted, new.....	60.	264.	169.	92.
Former inmates re admitted.....	8.	24.	35.	22.
Total for year (nine months).....	595.	1,814.	1,117.	732.
Discharged.....	56.	149.	153.	80.
Died.....	16.	56.	41.	22.
Present at end of year—				
Males.....	259.	979.	461.	370.
Females.....	264.	630.	459.	260.
Total for year (nine months).....	595.	1,814.	1,117.	732.

Concluded.

INSTITUTIONS FOR THE—		Asylum for Feeble Minded.	Soldiers' Orphans' Home.	Charitable Eye and Ear In- firmary.	State Reform School.	Soldiers' and Sailors' Home.	Total.
Deaf and Dumb.	Blind.						
485.	152.	370.	356.	126.	303.	394.	5,770.
16.	13.	32.	53.	450.	101.	320.	1,570.
5.	6.	7.	7.	74.	4.	110.	302.
506.	171.	409.	416.	650.	408.	824.	7,642.
†506.	†170.	64.	146.	492.	89.	261.	2,166.
.....	.....	7.	.....	4.	2.	37.	185.
.....	.....	183.	156.	90.	317.	526.	3,344.
.....	1.	155.	114.	64.	.....	.....	1,947.
506.	171.	409.	416.	650.	408.	824.	7,642.

TABLE IX.—*Inventory of property belonging to eleven state institutions, June 30, 1888.*

Table IX—Concluded.

	FEEBLE-MINDED CHILDREN.	SOLDIERS' ORPHANS' HOME.	EYE AND EAR INFIRMARY.	STATE REFORM SCHOOL.	SOLDIERS' AND SAILORS' HOME.	TOTAL.
No.	Amount.	No.	Amount.	No.	Amount.	No.
Food	\$1,197.13	.....	\$158.58	.....	\$161.77	.....
Clothing, bedding, etc.—	950.66	.....	876.90	.....	15.10	.....
Wearing apparel	1,815.81	.....	2,461.87	.....	2,127.71	.....
Bedding, tables, etc	1,141.20	.....	1,033.70	.....	2,410.71	.....
Materials	296.71	.....	211.72	.....	275.51	.....
Findings	327.85	.....	105.41	.....	110.80	.....
Laundry supplies, etc	70.60	.....	244.00	.....	191.19	.....
Fuel	26.11	.....	986.50	.....	67.50	.....
Light, materials for . . . . .	.....	.....	.....	6.31	.....	70.00
Electric plant and supplies . . . . .	.....	.....	.....	.....	1,152.01	.....
Medicines, etc	365.10	.....	125.00	.....	41.00	.....
Postage, stamps, etc	41.20	.....	8.30	.....	4.00	.....
Books, stationery, etc	230.04	.....	541.73	.....	38.33	.....
Library	211.65	.....	1,265.00	.....	916.87	.....
Music and amusements—	1,221.51	.....	1,698.41	.....	149.75	.....
Instruments and apparatus	112.47	.....	329.00	.....	67.30	.....
Household supplies, etc	1,553.74	.....	316.55	.....	70.71	.....
Furniture, manufactured	3,916.29	.....	3,901.00	.....	3,917.18	.....
Floors and windows	855.35	.....	954.00	.....	322.45	.....
Beds, etc	1,068.35	.....	2,276.00	.....	425.71	.....
Glass, queensware and cutlery	497.81	.....	1,159.19	.....	615.03	.....
Tin, iron, etc	267.01	.....	478.46	.....	440.31	.....
Building materials	1,360.32	.....	313.29	.....	1,400.06	.....
Tools	207.40	.....	341.09	.....	340.81	.....
Machinery	4,702.60	.....	3,837.00	.....	14,122.72	.....
Farm and garden—	50.00	.....	93.50	.....	400.00	.....
Food . . . . .	.....	.....	.....	175.00	.....	2,658.64
Live stock—	.....	.....	.....	.....	.....	3
Bulls	2	.....	.....	1	50.00	.....
Calves	20	.....	.....	8	40.00	4
Calves	3	.....	.....	.....	.....	32.00
Cows	1,539.00	.....	1,539.00	.....	11	160.00
Cows, milk	38	.....	.....	18	50.00	11
Horses	42	.....	.....	13	100.00	87
Horses	6	955.00	6	980.00	1	320.00
Mules	4	450.00	4	100.00	9	100.00
Heifers	10	225.00	10	100.00	2	200.00
Beef cattle	10	225.00	10	100.00	.....	12
						41
						1,845.00
						1,635.00
						28

TABLE X.—*Showing the movement of the population for the fiscal year, 1887.*

Institution.	In Institution Oct. 1, 1886.			Since admitted or returned.			Since discharged or absent.			Remaining Sept. 30, 1887.		
	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.
Northern Insane Hospital	270	269	539	63	42	105	70	47	117	263	204	527
Eastern Insane Hospital.....	875	640	1,515	203	116	319	170	138	308	948	618	1,526
Central Insane Hospital.....	453	464	926	153	118	271	153	121	284	459	454	913
Southern Insane Hospital	372	262	634	76	69	145	89	72	161	359	359	618
Institute for the Deaf and Dumb	293	297	590	304	205	507	308	211	522	285	284	524
Institution for the Blind	87	68	155	40	17	57	39	21	60	58	64	112
Asylum for Feeble-Minded Children	201	162	363	65	50	115	64	44	108	202	108	370
Soldiers' Orphans' Home	209	151	360	136	115	251	138	117	255	207	149	356
Eye and Ear Infirmary	79	57	136	452	246	698	452	256	748	79	47	126
State Reform School	248	.....	298	158	.....	158	153	.....	153	343	.....	944
Soldiers' and Sailors' Home .....	.....	.....	534	.....	.....	534	140	.....	140	394	.....	394
Total	3,143	2,283	5,426	2,180	980	3,160	1,776	1,040	3,547	2,223	5,770	5,770

TABLE XI.—*Showing the movement of the population for the fiscal year, 1888.*

Institution.	In Institution Oct. 1, 1887.			Since admitted or returned.			Since discharged or absent.			Remaining June 30, 1888.		
	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.	Male.	Female.	Total.
Northern Insane Hospital	933	264	1,227	38	30	68	42	30	72	259	204	523
Eastern Insane Hospital.....	908	1,526	2,434	103	288	391	114	91	215	979	620	1,449
Central Insane Hospital.....	453	454	913	107	97	204	102	92	194	464	459	923
Southern Insane Hospital	359	259	618	64	113	153	49	49	102	370	370	630
Institute for the Deaf and Dumb	285	485	770	4	21	302	201	59	.....	.....	.....	.....
Institution for the Blind	88	61	152	9	10	19	97	73	170	.....	.....	1
Asylum for Feeble-Minded Children	202	168	370	22	17	39	41	30	71	183	135	328
Soldiers' Orphans' Home	207	149	356	26	31	60	77	69	146	156	114	314
Eye and Ear Infirmary	79	47	126	340	184	524	329	167	496	90	64	154
State Reform School	303	.....	363	105	.....	105	91	.....	91	317	.....	317
Soldiers' and Sailors' Home	394	.....	394	430	.....	430	286	.....	286	526	.....	526
Total	3,547	2,223	5,770	1,343	529	1,872	1,546	805	2,351	3,344	4,917	5,291

MOVEMENT OF POPULATION.

TABLE XII.—Showing the number of patients admitted to each of the four state hospitals for the insane, from the date when opened to June 30, 1888, the number of discharges and deaths during the same period, and the number remaining June 30, 1888.

NORTHERN HOSPITAL—OPENED 1872.

Years.	Admitted	Recovered.	Improved.	Unimproved.	Not insane.	Died.	Total discharged.	Remaining.
1871-2	219	7	9	10	...	10	36	183
1873-4	283	72	74	65	4	37	252	214
1875-6	541	92	81	61	1	57	292	463
1877-8	413	79	102	115	1	54	351	525
1879-80	286	57	73	68	2	56	286	525
1881-2	318	80	110	80	3	50	323	520
1883-4	257	84	68	54	2	36	244	533
1885-6	219	68	70	34	3	37	213	539
1887-8	173	57	53	41	3	35	189	523
Totals	2,709	626	640	528	19	373	2,186	523

EASTERN HOSPITAL—OPENED 1879.

Years.	Admitted	Recovered.	Improved.	Unimproved.	Not insane.	Died.	Total discharged.	Remaining.
1879-80	116	6	8	3	...	3	20	96
1881-2	424	44	51	79	1	19	194	326
1883-4	599	76	103	44	...	63	286	329
1885-6	1,380	106	112	101	...	186	505	1,514
1887-8	607	162	111	90	...	149	512	1,609
Totals	3,126	394	385	317	1	420	1,517	1,609

CENTRAL HOSPITAL—OPENED 1852.

Years.	Admitted	Recovered.	Improved.	Unimproved.	Not insane.	Died.	Total dis. charged.	Remaining.
1851-2	138	34	9	7	...	6	56	82
1853-4	266	114	31	16	...	21	182	166
1855-6	302	118	56	57	...	23	254	214
1857-8	312	164	31	60	...	42	297	229
1859-60	323	154	35	103	...	29	321	231
1861-2	386	165	34	81	...	35	315	302
1863-4	407	159	14	194	...	42	409	301
1865-6	446	146	53	182	...	47	429	318
1867-8	623	205	108	176	...	48	535	406
1869-70	708	210	100	254	...	71	662	452
1871-2	637	216	239	75	...	97	639	459
1873-4	473	155	218	36	...	59	458	474
1875-6	521	140	229	94	...	66	529	456
1877-8	609	167	229	80	...	74	541	534
1879-80	492	131	117	57	...	88	398	633
1881-2	514	142	178	93	...	95	508	639
1883-4	480	122	204	71	...	89	486	633
1885-6	704	141	143	35	...	92	411	926
1887-8	475	128	220	32	...	82	478	923
Totals	8,817	2,811	2,239	1,716	...	1,126	7,894	923

Table XII—Continued.

SOUTHERN HOSPITAL—OPENED 1873.

Years.	Admitted	Re-covered.	Improved.	Unimproved.	Not insame.	Died	Total discharged.	Remaining.
1873-4	158	10	2	5	.....	8	25	133
1875-6	249	43	33	39	.....	26	141	241
1877-8	400	85	31	23	1	43	183	458
1879-80	328	136	53	42	.....	54	285	501
1881-2	304	102	80	72	2	49	305	500
1883-4	375	123	52	48	.....	57	280	595
1885-6	359	106	83	55	3	53	300	634
1887-8	259	72	34	48	3	52	263	630
Totals.....	2,412	677	422	342	9	342	1,782	630

TOTALS.

Years.	Admitted	Re-covered.	Improved.	Unimproved.	Not insame.	Died.	Total discharged.	Remaining.
1851-2	138	34	9	7	.....	6	56	82
1853-4	266	114	31	16	.....	21	182	166
1855-6	302	118	56	51	.....	23	254	214
1857-8	312	164	31	66	.....	42	297	229
1859-60	323	154	35	103	.....	29	321	231
1861-2	386	165	34	81	.....	35	315	302
1863-4	408	159	14	194	.....	42	409	301
1865-6	446	146	53	182	.....	48	429	318
1867-8	623	205	108	176	.....	46	535	406
1869-70	708	210	100	274	.....	78	662	452
1871-2	856	223	248	88	.....	107	666	642
1873-4	914	237	294	96	4	104	735	821
1875-6	1,311	275	343	194	1	149	962	1,170
1877-8	1,422	331	353	218	2	171	1,075	1,517
1879-80	1,222	360	251	170	2	201	384	1,755
1881-2	1,560	368	419	324	6	213	1,330	1,985
1883-4	1,711	405	427	217	2	245	1,296	2,400
1885-6	2,642	421	408	225	6	369	1,429	3,613
1887-8	1,514	419	472	211	6	334	1,112	3,685
Totals.....	17,064	4,508	3,686	2,893	29	2,263	13,379	3,685

TABLE XIII.—*Duration of Terms and Vacations.*

1887.

Institution for the Deaf and Dumb.—Term of 1886–87 closed on Wednesday, June 8, 1887. Vacation of fourteen weeks and six days. Term of 1887–88 opened on Wednesday, September 21, 1887.

Institution for the Blind.—Term of 1886–87 closed on Tuesday, May 31, 1887. Vacation of fifteen weeks. Term of 1887–88 opened on Wednesday, September 14, 1887.

Asylum for Feeble-Minded Children.—Term of 1886–87 closed on Thursday, June 30, 1887. Vacation of eight weeks and six days. Term of 1887–88 opened on Monday, September 1, 1887.

Soldiers' Orphans' Home.—Term of 1886–87 closed on Friday, June 17, 1887. Vacation of eleven weeks and two days. Term of 1887–88 opened on Monday, September 5, 1887.

1888.

Institution for the Deaf and Dumb.—Term of 1887–88 closed on Wednesday, June 13, 1888. Vacation of thirteen weeks and six days. Term of 1888–89 opened on Wednesday, September 19, 1888.

Institution for the Blind.—Term of 1887–88 closed on Tuesday, June 5, 1888. Vacation of fourteen weeks. Term of 1888–89 opened on Wednesday, September 12, 1888.

Asylum for Feeble-Minded Children.—Term of 1887–88 closed on Saturday, June 30, 1888. Vacation of nine weeks and four days. Term of 1888–89 opened on Thursday, September 6, 1888.

Soldiers' Orphans' Home.—Term of 1887–88 closed on Friday, June 15, 1888. Vacation of eleven weeks and two days. Term of 1888–89 opened on Monday, September 3, 1888.

TABLE XIV.—*Showing number of inmates admitted into eleven state institutions, from each county in the state, between the 1st day of October, 1886, and the 30th day of September, 1887.*

Counties.	Soldiers' & Sailors' Home.	State Reform School.	Eye and Ear Infirmary.	Soldiers' Orphans' Home.	Total.
Adams	5	3	5	51	74
Alexander	5	1	5	8	20
Bond	5	9	5	3	14
Boone	1	1	5	5	5
Brown	4	8	1	1	23
Bureau	4	1	5	1	3
Calhoun	2	1	1	2	3
Carroll	2	1	1	2	5
Cass	2	1	1	2	9
Champaign	9	1	3	30	40
Christian	6	2	1	3	19
Clark	5	1	1	5	16
Clay	4	1	1	6	12
Clinton	8	1	1	5	17
Coles	2	1	13	4	26
Cook	30	16	5	154	397
Crawford	70	12	4	53	192
Cumberland	2	2	2	6	13
DeKalb	5	1	1	5	18
DeWitt	4	2	1	4	21
Douglas	3	2	1	4	14
DuPage	1	1	1	2	4
Edgar	10	3	6	1	21
Edwards	1	1	7	5	21
Eflingham	3	5	13	17	17
Fayette	4	1	1	6	19
Ford	5	1	7	6	5
Franklin	1	1	1	1	5
Fulton	10	2	2	1	31
Gallatin	1	2	2	1	5
Greene	5	2	1	6	18
Grundy	4	3	15	2	26
Hauilton	3	1	1	2	8
Hancock	8	1	3	3	21
Hardin	2	1	1	5	2
Henderson	1	1	2	3	3
Henry	8	1	9	2	18
Iroquois	9	1	1	2	21
Jackson	1	5	1	1	11
Jasper	1	3	2	2	28
Jefferson	3	1	2	2	10
Jersey	4	1	5	7	23
Jo Daviess	4	1	2	1	9
Johnson	1	2	8	2	14
Kane	17	3	2	6	46
Kankakee	16	1	13	3	33
Kendall	2	2	1	1	6
Knox	11	1	10	8	31
Lake	4	1	2	7	16
LaSalle	9	13	2	5	54
Lawrence	2	1	25	1	9
Lee	8	1	5	5	30
Livingston	10	1	9	1	24
Logan	4	5	3	5	25
Macon	1	13	2	6	10
Maconcupin	4	10	2	4	30
Madison	3	10	2	5	21
Marion	5	1	4	4	30
Marshall	2	3	1	3	9
Mason	4	1	1	2	7
Muscat	7	1	1	5	15
McDonough	7	1	1	3	13
McHenry	4	1	1	7	12
McLean	5	13	5	13	51
Menard	6	1	3	1	15
Mercer	3	1	2	4	10
Monroe	2	1	1	3	8
Montgomery	9	1	3	4	19
Morgan	19	2	2	15	43
Moultrie	3	1	4	7	7

Table XIV.—Concluded.

Counties.		Total	Soldiers' & Sailors' Home.	State Reform School.	Eye and Ear infirmary.	Soldiers' Orphans' Home.	Feeble-minded Children.	Blind.	Deaf and Dumb.	Southern Tuscar Hospital.	Central Insane Hospital.	Eastern Insane Hospital.	Northern Insane Hospital.	
Ogle	6	105	18	1	9	4	12	1	1	1	1	1	1	24
Peoria		319	1	1	9	4	12	1	1	1	1	1	1	45
Perry		271	1	1	9	4	12	1	1	1	1	1	1	12
Piatt		145	1	1	9	4	12	1	1	1	1	1	1	13
Pike		64	1	1	9	4	12	1	1	1	1	1	1	29
Pope		41	1	1	9	4	12	1	1	1	1	1	1	7
Pulaski		35	1	1	9	4	12	1	1	1	1	1	1	10
Putnam		33	1	1	9	4	12	1	1	1	1	1	1	12
Randolph		16	1	1	9	4	12	1	1	1	1	1	1	16
Richland		37	1	1	9	4	12	1	1	1	1	1	1	3
Rock Island		35	1	1	9	4	12	1	1	1	1	1	1	33
Saline		33	1	1	9	4	12	1	1	1	1	1	1	16
Sangamon		34	1	1	9	4	12	1	1	1	1	1	1	3
Schuylerville		32	1	1	9	4	12	1	1	1	1	1	1	22
Scott		17	1	1	9	4	12	1	1	1	1	1	1	13
Shelby		15	1	1	9	4	12	1	1	1	1	1	1	17
Stark		14	1	1	9	4	12	1	1	1	1	1	1	13
St. Clair		13	1	1	9	4	12	1	1	1	1	1	1	12
Stephenson	6	12	1	1	9	4	12	1	1	1	1	1	1	11
Tazewell		10	1	1	9	4	12	1	1	1	1	1	1	16
Union		9	1	1	9	4	12	1	1	1	1	1	1	5
Vermilion		8	1	1	9	4	12	1	1	1	1	1	1	6
Wabash		7	1	1	9	4	12	1	1	1	1	1	1	5
Warren		6	1	1	9	4	12	1	1	1	1	1	1	4
Washington		5	1	1	9	4	12	1	1	1	1	1	1	3
Wayne		4	1	1	9	4	12	1	1	1	1	1	1	2
White		3	1	1	9	4	12	1	1	1	1	1	1	2
Whiteside	4	2	1	1	9	4	12	1	1	1	1	1	1	18
Will		2	1	1	9	4	12	1	1	1	1	1	1	54
Williamson		1	1	9	4	12	1	1	1	1	1	1	1	16
Winnebago	6	1	1	9	4	12	1	1	1	1	1	1	1	24
Woodford		0	1	1	9	4	12	1	1	1	1	1	1	20
Non residents		0	1	1	9	4	12	1	1	1	1	1	1	12
Totals		105	319	271	145	64	41	35	107	698	158	532	2,475	

TABLE XV.—*Showing the number of inmates admitted into eleven state institutions, from each county in the state, between the 1st day of October, 1887, and the 30th day of June, 1888.*

Counties.	Soldiers' & Sailors' Home.	Eye and Ear Infirmary.	Soldiers', Orphans', and Children.	Blind.
Adams.	33	1	1	1
Alexander.	1	1	1	1
Bond.	2	2	2	2
Boone.	3	3	3	3
Brown.	6	6	6	6
Bureau.	1	1	1	1
Calhoun.	2	2	2	2
Carroll.	1	1	1	1
Cass.	1	1	1	1
Champaign.	6	6	6	6
Christian.	1	1	1	1
Clark.	1	1	1	1
Clay.	1	1	1	1
Clinton.	6	6	6	6
Cole.	16	16	16	16
Cook.	97	97	97	97
Crawford.	1	1	1	1
Cumberland.	1	1	1	1
DeKalb.	1	1	1	1
DeWitt.	1	1	1	1
Douglas.	1	1	1	1
Dul'age.	1	1	1	1
Edgar.	1	1	1	1
Edwards.	1	1	1	1
Effingham.	1	1	1	1
Fayette.	1	1	1	1
Ford.	1	1	1	1
Franklin.	1	1	1	1
Fulton.	1	1	1	1
Gallatin.	1	1	1	1
Greene.	1	1	1	1
Grundy.	1	1	1	1
Hamilton.	1	1	1	1
Hancock.	6	6	6	6
Hardin.	1	1	1	1
Henderson.	1	1	1	1
Henry.	3	3	3	3
Iroquois.	10	10	10	10
Jackson.	1	1	1	1
Jasper.	1	1	1	1
Jefferson.	1	1	1	1
Jersey.	5	5	5	5
Jo Daviess.	2	2	2	2
Johnson.	1	1	1	1
Kane.	12	12	12	12
Kankakee.	4	4	4	4
Kendall.	1	1	1	1
Knox.	1	1	1	1
Lake.	12	12	12	12
LaSalle.	1	1	1	1
Lawrence.	1	1	1	1
Lee.	1	1	1	1
Livingston.	12	12	12	12
Logan.	6	6	6	6
Macon.	3	3	3	3
Macoupin.	1	1	1	1
Madison.	3	3	3	3
Marion.	1	1	1	1
Marshall.	1	1	1	1
Mason.	2	2	2	2
Massac.	3	3	3	3
McDonough.	1	1	1	1
McHenry.	6	6	6	6
McLean.	1	1	1	1
Menard.	1	1	1	1
Mercer.	1	1	1	1
Mouree.	1	1	1	1
Montgomery.	1	1	1	1
Morgan.	1	1	1	1
Moultrie.	1	1	1	1

Table XV.—Concluded.

Counties.		Total,	Soldiers' A Sailors' A Home.	Reform School.
Ogle.	3			
Peoria.		10		
Perry.	2	4		
Piatt.	5			
Pike.	8			
Pope.	21			
Pulaski.	1			
Putnam.				
Randolph.	2	2		
Richland.		3		
Rock Island.	1	12		
Saline.		5		
Sangamon.		17		
Schuyler.		3		
Scott.	2			
Shelby.		2		
Stark.		3		
St. Clair.		5		
Stephenson.	6	2		
Tazewell.	1	5		
Union.		5		
Vermilion.	16			
Wabash.	2	1		
Warren.		5		
Washington.	2	2		
Wayne.	1	3		
White.		3		
Whiteside.	4	6		
Will.		11		
Williamson.	2	4		
Winnebago.	5	3		
Woodford.		4		
Totals.....	68	288	204	114
			21	21
			13	13
			32	32
			53	53
			524	524
			105	105
			320	320
				1,742

TABLE XVI.—Showing number of days' board given to inmates of eleven state institutions, from each county in the state, between the 1st day of October, 1886, and the 30th day of September, 1887.

COUNTIES	Northern Insite Hospital	Eastern Insite Hospital	Central Insite Hospital	Southern Insite Hospital	Blind.	Peabody- Minded Children.	Soldiers' Orphans' Home	Charit- able Eye and Ear Infirmary	State Reform School	Soldiers' and Sailors' Home	Total.
Adams	9,388	16,444	2,095	3,202	1,024	1,484	533	5,055	6,342	44,007	
Alexander	365	7,916	274	506	365	86	192	4,068	831	13,580	
Bond	1,023	6,550	526	182	365	—	546	—	—	10,752	
Boone	4,218	2,693	293	—	—	—	587	872	—	6,860	
Bureau	1,460	11,234	292	—	—	—	453	—	539	18,432	
Calhoun	3,120	3,285	303	261	—	—	143	—	—	4,572	
Carroll	4,203	1,183	708	292	598	258	88	673	491	8,070	
Cass	1,460	4,957	1,063	1,027	4,095	2,555	88	—	228	12,703	
Champaign	14,978	—	1,841	259	2,305	4,055	1,088	1,045	411	26,007	
Christian	2,365	7,225	1,384	1,367	1,967	2,180	117	1,570	373	13,884	
Clark	2,378	—	9,584	1,136	510	44	2,907	1,182	640	19,577	
Clay	345	426	5,351	1,063	365	887	248	—	—	8,805	
Clinton	77	—	7,121	789	244	1,460	1,460	131	—	11,784	
Coles	3,545	—	5,785	788	1,689	1,720	922	—	284	15,305	
Cook	152,168	87,917	20,801	10,970	26,805	2,948	7,747	38,088	1,482	351,941	
Crawford	231	324	3,954	1,315	261	730	2,138	2,268	—	224	9,257
Cumberland	386	—	3,852	293	261	—	904	544	—	2	6,212
De Kalb	6,408	3,028	390	879	380	1,984	1,543	259	307	181	15,211
De Witt	3,753	6,185	800	743	365	2,583	131	303	625	13,572	
Douglas	365	2,834	263	—	365	55	440	—	115	8,988	
Dodge	4,974	1,886	—	—	1,204	—	—	—	—	8,464	
Farmer	4,810	190	8,775	276	657	1,150	—	—	—	116	17,666
Edwards	365	—	1,926	293	365	—	—	600	—	—	3,219
Elkhorn	2,437	—	8,762	274	730	790	—	273	—	634	13,016
Fayette	—	—	4,343	1,041	244	1,400	1,155	1,043	—	9,220	
Ford	8,025	—	1,019	506	1,574	3,031	324	462	—	14,938	
Franklin	120	—	6,561	263	375	6270	27	509	—	8,308	
Fulton	5,119	13,022	809	524	1,672	3,605	248	2,040	1,753	28,242	
Gallatin	340	—	2,655	263	276	—	76	425	—	3,925	
Garrett	4,016	7,619	1,410	791	365	145	—	—	—	14,672	
Greene	6,714	—	4,581	1,400	786	—	37	1,036	809	13,020	
Grundy	—	11,089	1,162	1,822	1,325	618	1,065	1,321	377	11,382	
Hamilton	1,751	—	2,735	212	—	—	182	1,322	152	6,978	
Hardin	—	—	3,986	203	1,209	305	2,719	—	125	19,213	
Henderson	5,194	13,751	1,204	292	1,292	1,292	—	—	—	26,147	
Henry	17,465	—	1,994	1,994	—	—	1,623	1,400	901	3935	
Iroquois	274	—	5,168	2,140	244	730	—	—	1,796	22,922	
Jackson	32	—	3,927	1,889	154	680	1,765	1,765	141	11,412	
Jasper	454	—	5,849	499	499	14	—	—	738	9,284	
Jefferson	—	—	5,849	778	—	—	—	—	2731	8,583	

Jersey.....	1,328	5,406	592	263	261	1,214	877
John Davis.....	6,178	2,736	.....	515	244	1,005	402
Johnson.....	708	.....	3,376	11	522	1,065	184
Kane.....	4,087	19,175	.....	372	1,032	1,292	730
Kankakee.....	3,471	826	.....	365	1,204	2,162	2,202
Kendall.....	12,544	12,606	.....	789	.....	1,474	314
Knox.....	8,924	.....	.....	518	506	1,118	44
Lake.....	27,321	.....	.....	5,193	506	3,116	557
LaSalle.....	16,849	.....	.....	3,762	526	1,460	1,107
Lawrence.....	6,618	16,480	.....	624	963	137	1,650
Livingston.....	11,413	.....	.....	1,041	506	1,081	1,041
Logan.....	3,206	11,673	.....	.....	.....	365	365
Macon.....	2,698	8,834	.....	1,600	16	2,155	849
Macoupin.....	7,719	12,579	.....	2,356	1,550	1,318	1,026
Madison.....	12,294	347	15,392	3,430	306	2,190	2,072
Marion.....	2,118	6,363	1,603	2,325	2,325	2,107	2,072
Marshall.....	1,626	5,457	.....	274	345	761	74
Mason.....	1,046	6,500	.....	263	262	1,402	1,825
Muscat.....	3,285	7,640	.....	6,318	2,680	1,095	1,425
McDonough.....	6,031	1,825	.....	.....	667	1,484	1,111
McHenry.....	9,175	18,730	.....	3,128	788	3,543	1,734
McLean.....	305	2,535	4,813	.....	1,032	380	570
Menard.....	2,013	5,728	.....	.....	1,041	1,724	1,041
Mercer.....	1,572	1,095	11,259	6,850	1,841	244	730
Monroe.....	1,095	13,018	3,038	2,619	256	425	515
Morgan.....	3,063	730	3,038	3,638	1,643	1,392	2,315
Montgomery.....	5,424	2,871	15,280	1,306	1,019	462	318
Montrie.....	1,065	229	.....	1,589	262	1,591	1,734
Ogle.....	1,065	1,065	4,086	2,907	2,907	3,212	1,175
Pearl.....	3,380	14,286	6,550	504	807	730	1,825
Pike.....	3,568	13,414	2,912	1,403	404	1,423	1,022
Pope.....	204	2,066	3,756	2,912	2,912	2,912	2,912
Pulaski.....	123	660	7,696	1,306	778	262	271
Putnam.....	1,380	13,623	4,729	1,305	260	1,450	1,630
Randolph.....	305	.....	.....	1,841	535	1,825	1,908
Richland.....	8,426	17,706	3,560	815	815	1,076	54
Rock Island.....	1,460	5,091	1,567	429	365	4,516	2,394
Saline.....	730	5,199	5,575	523	523	2,162	2,162
Sangamon.....	12,686	1,936	1,627	1,052	1,052	1,052	1,052
Schuyler.....	1,460	1,460	1,052	1,052	1,052	1,052	1,052
Scott.....	730	.....	.....	482	482	301	301
Shelby.....	1,460	1,460	1,127	1,127	1,127	1,127	1,127
Stark.....	21,068	21,068	9,785	7,177	526	290	1,042
St. Clair.....	24	24	3,365	789	1,059	3,127	1,059
Tazewell.....	7,354	4,803	1,460	1,460	1,460	1,460	1,460
Union.....	21	21	1,460	1,460	1,460	1,460	1,460
Vermilion.....	21	21	3,271	3,271	3,271	3,271	3,271
Wabash.....	24	24	.....	.....	.....	1,631	1,631

Table XVI.—Concluded.

COUNTIES.	Northern Insane Hospital.	Eastern Insane Hospital.	Central Insane Hospital.	Southern Insane Hospital.	Deaf and Dumb.	Blind.	Foolish-Minded Children.	Soldiers' Orphans' Home.	Charitable Eye and Ear Infirmary.	State Reform School.	Soldiers' and Sailors' Home.	Total
Warren	6,209	7,519	789	5,845	5,98	301	730	1,825	328	81	498	15,292
Washington	2,135	2,732	2,395	2,860	1,941	912	1,419	75	620	10,879	10,879	11,985
Wayne	591	5,150	1,177	1,061	591	345	365	478	2,093	19	11,280	11,280
White	3,062	4,383	5,295	5,295	1,962	345	345	519	1,419	126	13,640	13,640
Whiteside	29	747	1,025	1,025	506	2,243	3,573	579	506	712	10,793	10,793
Will	406	8,327	7,054	7,054	1,962	1,035	1,035	1,945	167	979	10,467	10,467
Williamson	9,215	4,826	6,948	526	660	2,770	1,560	1,945	113	3,251	1,011	25,922
Winnebago .....	.....	.....	.....	.....	.....	.....	.....	.....	106	.....	1,288	1,288
Woodford .....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	1,284	1,284
Non residents .....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Totals	194,980	554,186	355,094	225,612	132,239	46,237	132,053	121,321	44,232	111,121	55,768	1,966,856

TABLE XVII.—*Showing number of days' board given to inmates of eleven state institutions, from each county in the state, between the 1st day of October, 1887, and the 30th day of June, 1888.*

COUNTIES.	Northern Insane Hospital.	Eastern Insane Hospital.	Central Insane Hospital.	Southern Insane Hospital.	Deaf and Dumb.	Blind.	Feeble-Minded Children.	Soldiers', Orphans', Home.	Charitable Eye and Ear Infirmary.	State Reform School.	Soldiers' and Sailors' Home.	Total.
Adams.....	.....	7,121	14,253	.....	2,815	1,250	826	1,298	313	3,291	11,384	41,584
Alexander.....	.....	5,513	.....	5,536	516	250	274	275	278	2,385	4,450	9,972
Bond.....	1,346	.....	.....	3,788	516	250	822	795	261	1,305	9,111	9,111
Boone.....	1,096	2,853	1,096	2,967	516	258	274	744	139	.....	8,878	4,195
Brown.....	.....	3,014	9,152	.....	258	250	250	1,340	458	271	1,221	15,456
Bureau.....	2,466	2,466	2,466	2,466	516	250	250	359	102	270	3,973	7,006
Calhoun.....	1,101	3,704	1,101	3,437	1,290	697	544	99	271	518	10,389	10,389
Carroll.....	1,226	.....	1,226	.....	1,915	193	1,918	822	1,718	303	516	21,189
Cass.....	11,515	6,388	11,515	6,388	1,343	1,343	1,838	966	398	1,018	8,922	6031
Champaign.....	623	2,016	623	2,016	7,312	250	792	1,222	1,222	271	1,221	12,581
Christian.....	.....	548	136	4,006	1,290	250	274	1,445	1,236	1,337	15,078	15,078
Clark.....	673	2,645	673	2,645	1,833	774	274	548	322	.....	7,114	7,114
Clinton.....	121,325	63,802	121,325	63,802	5,168	516	1,006	1,018	42	272	9,218	9,218
Coles.....	63,802	193	63,802	193	274	21,491	10,218	1,254	1,816	540	13,991	13,991
Cook.....	2,308	5,354	2,308	5,354	3,340	1,290	250	3,296	1,310	6,047	31,297	13,569
Crawford.....	3,014	4,343	3,014	4,343	2,433	258	250	503	2,097	1,16	277	8,096
Cumberland.....	274	4,225	274	4,225	774	480	1,612	978	435	274	1,217	5,382
DeKalb.....	1,959	1,655	1,959	1,655	3,541	409	274	2,092	2,092	274	411	1,128
DeWitt.....	1,847	3,847	1,847	3,847	3,136	258	201	1,257	274	538	500	500
Douglas.....	1,28	3,271	1,28	3,271	1,715	774	484	2,192	2,192	589	636	8,081
Dupage.....	8,567	9,608	8,567	9,608	1,122	258	274	274	210	210	513	946
Edgar.....	3,012	5,307	3,012	5,307	6,964	516	250	371	552	494	1,319	12,176
Edwards.....	1,596	1,780	1,596	1,780	3,876	774	1,973	822	364	364	8,89	8,89
Effingham.....	7,075	8,751	7,075	8,751	258	250	1,154	2,162	540	540	11,439	11,439
Fayette.....	1,747	1,747	1,747	1,747	4,180	496	163	274	274	548	1,124	1,124
Franklin.....	3,867	9,608	3,867	9,608	1,715	714	1,096	2,008	140	1,288	1,995	22,191
Fulton.....	3,540	1,907	3,540	1,907	258	258	274	274	274	274	118	3,233
Gallatin.....	3,012	10,444	3,012	10,444	9,483	1,907	877	274	1,195	513	1,739	11,997
Greene.....	1,596	1,747	1,596	1,747	3,562	1,518	250	274	1,195	1,195	678	8,774
Grundy.....	1,747	1,747	1,747	1,747	2,030	2,030	1,405	274	822	123	1,354	2,787
Hamilton.....	1,747	1,747	1,747	1,747	2,030	2,030	258	500	274	191	543	5,916
Hancock.....	1,747	1,747	1,747	1,747	2,030	2,030	250	1,008	1,008	182	191	1,673
Hardin.....	1,747	1,747	1,747	1,747	2,030	2,030	250	1,006	578	439	339	16,783
Henderson.....	1,747	1,747	1,747	1,747	2,030	2,030	79	1,644	1,644	1,779	501	9,355
Henry.....	1,747	1,747	1,747	1,747	2,030	2,030	750	505	137	642	353	7,940
Iroquois.....	1,747	1,747	1,747	1,747	2,030	2,030	750	505	137	642	445	7,345
Jackson.....	1,747	1,747	1,747	1,747	2,030	2,030	750	505	137	642	353	7,345
Jasper.....	1,747	1,747	1,747	1,747	2,030	2,030	750	505	137	642	445	7,345
Jefferson.....	1,747	1,747	1,747	1,747	2,030	2,030	750	505	137	642	353	7,345

Table XVII.—Concluded.

Counties	Northern Eastern Insane Hospital	Central Insane Hospital	Southern Insane Hospital	Deaf and Dumb.	Blind.	Feeble-Minded Children.	Soldiers' Orphans' Home.	Charitable Eye and Infirmary	State Reform School.	Soldiers' and Sailors' Home.	Total
Jersey	1,111	3,833	236	1,096	548	292	427	2,043	9,300	664	9,373
Do Davies	4,177	2,290	2,710	2,586	822	548	574	326	5,273	512	5,320
Johnson	822	9,271	3,201	2,822	596	548	1,813	804	2,016	1,715	23,413
Kane	13,877	1,086	2,734	1,187	1,000	917	517	2,168	1,221	18,333	4,390
Kankakee	2,679	8,632	8,717	774	274	574	574	574	67	67	22,015
Kendall	5,277	3,032	5,883	1,631	1,032	686	686	686	103	2	12,292
Knox	11,382	21,029	5,781	5,296	2,350	604	2,366	875	1,962	2,089	45,564
Lake	5,277	5,304	10,353	2,466	418	234	1,084	1,600	521	100	21,721
Lawrence	9,041	9,041	12,006	3,631	2,586	1,095	1,370	910	231	1,975	16,996
Lee	982	1,629	4,210	1,290	1,064	774	750	864	255	1,667	2771
Livingston	1,015	4,751	516	2,049	8,019	2,054	3,255	1,240	347	1,650	8,850
Logan	2,296	6,801	2,192	2,064	2,350	2,213	2,319	175	1,880	2,592	24,753
Macon	5,304	10,353	5,304	5,064	1,540	1,083	1,151	270	167	1,390	23,332
Macoupin	1,372	1,372	1,372	1,064	410	2,060	2,060	415	1,325	6,444	35,002
Madison	1,372	1,372	1,372	1,064	1,370	2,131	2,131	1,471	1,739	586	13,769
Marion	1,372	1,372	1,372	1,064	516	274	274	822	822	8	7,508
Marshall	1,372	1,372	1,372	1,064	516	230	1,310	827	827	539	9,228
Mason	1,372	1,372	1,372	1,064	470	2,064	2,064	1,079	934	306	7,629
Massac	2,296	5,303	2,296	2,064	2,350	2,278	2,319	581	581	37	11,748
McDonough	1,372	1,372	1,372	1,064	3,060	518	518	73	824	1,964	8,824
McHenry	6,474	13,307	6,474	5,064	1,000	2,064	2,064	5,800	804	804	37,866
McLean	1,372	1,372	1,372	1,064	1,032	1,625	1,625	1,636	274	1,029	10,412
Menard	1,372	1,372	1,372	1,064	1,032	517	517	517	1,003	1,003	10,225
Mercer	1,372	1,372	1,372	1,064	516	518	518	518	518	1,744	10,558
Monroe	1,372	1,372	1,372	1,064	516	518	518	518	518	518	14,179
Montgomery	822	8,325	822	8,325	2,322	2,322	2,322	2,322	2,322	2,322	25,233
Morgan	2,296	9,676	2,296	9,676	2,320	2,320	2,320	2,320	2,320	2,320	36,309
Moultrie	518	1,918	518	1,918	2,115	2,328	2,328	333	1,640	275	227
Ogle	1,918	3,498	1,918	3,498	1,806	2,320	2,320	194	182	182	10,906
Pearl	822	10,985	822	10,985	2,064	2,064	2,064	2,656	1,944	1,926	10,856
Perry	484	2,904	484	2,904	2,928	2,928	2,928	3,046	1,926	4,476	21,676
Platt	2,303	4,320	2,303	4,320	2,741	2,741	2,741	3,046	1,926	2,922	6,382
Pike	10,491	1,425	10,491	1,425	1,425	1,425	1,425	1,425	1,425	1,425	5,320
Pop	274	5,548	274	5,548	2,210	2,210	2,210	2,210	2,210	2,210	19,719
Putnam	822	1,044	822	1,044	516	516	516	516	516	516	8,815
Randolph	790	1,044	790	1,044	5,512	1,032	1,032	2,904	2,904	2,904	37,749
Richland	822	10,518	822	10,518	4,096	1,290	1,290	750	1,113	904	5,213
Rock Island	9,586	1,72	9,586	1,72	1,72	1,72	1,72	1,72	1,72	1,72	22,251
Sangamon	5,754	13,793	5,754	13,793	39	4,490	4,490	3,711	1,730	1,730	40,154

TABLE XVIII.—Showing number of inmates actually present on the 30th day of September, 1857, in eleven state institutions, from each county in the state.

Counties.											Soldiers' and Sailors.			Total
Adams	25	50									3	147		
Alexander	1	21									6	36		
Bond	4	14									2	34		
Boone	9	4									1	17		
Brown	4	7									3	15		
Bureau	12	31									1	51		
Calhoun	1	9									1	15		
Carroll	13	4									2	25		
Cass	4	11									1	26		
Champaign	41	22									2	43		
Christian	1	25									3	54		
Clark	2	1	14								2	25		
Clay	1	19									1	34		
Coles	11	15									2	45		
Cook	236	409									103	1,017		
Crawford	1	11									2	30		
Cumberland	1	9									1	19		
DeKalb	17	11									2	45		
Dewitt	11	18									1	48		
Douglas	1	8	10								3	26		
DuPage	15	6									2	56		
Edgar	15	21									1	45		
Edwards	1	4									3	25		
Effingham	7	24									3	26		
Evette	25	13									1	33		
Ford	1	1	16								1	23		
Franklin	14	37									5	83		
Fulton	2	7									1	13		
Gallatin	11	18									1	39		
Greene	15	13									3	33		
Grundy	1	1	13								1	21		
Hamilton	4	32									4	62		
Hancock	1	7									1	19		
Hardin	15	9									2	51		
Henry	15	40									2	68		
Iroquois	14	4									3	31		
Jackson	1	13									1	26		
Jasper	2	9									1	24		
Jefferson	2	14									1	31		
Jersey	5	13									4	33		
Jo Daviess	18	8									1	19		
Johnson	3	10									2	51		
Kane	35	13									3	81		
Kankakee	51	4									5	65		
Kendall	9	4									1	15		
Knox	32	31									4	83		
Lake	11	23									2	48		
LaSalle	45	74									1	105		
Lawrence			9	2							5	26		
Lee	20	19									4	55		
Livingston	45	3									1	73		
Logan	7	31									5	75		
Macon	8	25									1	76		
Macoupin	21	30									2	42		
Madison	33	43									4	120		
Marion	1	16									2	29		
Marshall	6	16									5	56		
Mason	4	18									4	35		
Massac			16								2	35		
McDonough	9	19									1	43		
McHenry	17	5									1	31		
McLean	1	51									10	133		
Menard	7	13									1	39		
Mercer	6	14									4	29		
Monroe	5	19									1	38		
Montgomery	3	33									3	25		
Morgan	9	30									1	96		
Moultrie	2	7									1	18		
Ogle	15	7									2	44		

Table XVIII.—Concluded.

Counties.									Total.				
Peoria.		3	39	10	9	1		6	Soldiers' and Sailors'.				
Perry.		1		10	1	1		1	14				
Piatt.			16	1				1	21				
Pike.		9	38	9	6			3	20				
Pope.				9				5	71				
Pulaski.		1		9				1	12				
Putnam.				9				4	18				
Randolph.		2		20				2	2				
Richland.		4		13				6	15				
Rock Island.		1	37	9				3	36				
Saline.			21	52	1	3	5	1	25				
Sangamon.			21	17	15	3	5	1	103				
Schuyler.			4	14	5	2	1	1	17				
Scott.					4	4	1	1	137				
Shelby.					15	2	7	4	32				
Stark.				3	4	2	4	1	31				
St. Clair.			32	1	36	17	1	1	33				
Stephenson.		19		14	15	2	6	1	121				
Tazewell.					4	3	2	1	45				
Union.				3	2	2	2	4	66				
Vermilion.			57		29	9	6	1	44				
Wabash.		1			23	2	3	1	87				
Warren.		17	19	1	1	3	6	1	12				
Washington.				6	17	4	5	1	48				
Wayne.				2	15	6	3	1	33				
White.			3		13	4	5	1	42				
Whiteside.		19	9			2	1	1	34				
Will.		2	84		17	1	5	10	35				
Williamson.			3			1	3	1	115				
Winnebago.		24	26			5	4	6	28				
Woodford.			13	19		2	7	4	77				
Non-residents.								9	552				
Totals.		527	1,526	913	618	485	152	370	356	126	303	394	5,770

TABLE XIX.—*Showing number of inmates actually present on the 30th day of June, 1888, in eleven state institutions, from each county in the state.*

Counties.	Soldiers and Sailors ^a	Reform School	Evo and Ear Intermediate	Children.	Total.
	Soldiers ^b	Soldiers ^c (Orphans)	Home	Feeble- Minded	
Adams	25	55		2	130
Alexander	3	20		1	32
Bond	5	13		1	22
Boone	11	4		1	10
Brown	4	9		1	5
Bureau	11	35		1	50
Calhoun	1	9		1	1
Carroll	13	5		1	12
Cass	5	11		1	22
Champaign	44	25		3	31
Christian	3	25		1	45
Clark	9	25		1	50
Clay	2	14		1	21
Clinton	3	16		1	20
Coles	12	21		5	31
Cook	234	450	1	64	961
Crawford			1	1	1
Cumberland	1	13		1	15
DeKalb	18	7		5	30
DeWitt	11	18		1	20
Douglas	1	14		1	1
DuPage	15	7		5	27
Edgar	12	11		1	20
Edwards	1	4		1	4
Effingham	7	25		2	34
Fayette	4	15		5	24
Ford	35			5	30
Franklin	1	13		1	15
Fulton	15	34		4	53
Gallatin	2	9		1	13
Greene	11	19		1	40
Grundy	18			1	21
Hamilton	1	13		1	18
Hancock	9	34		1	53
Hardin			8	3	11
Henderson		10		1	17
Henry	17	36		4	64
Iroquois	48			4	60
Jackson	2	13		1	13
Jasper	2	12		1	15
Jefferson	2	15		2	24
Jersey	5	15		3	38
Jo Daviess	14	11		2	30
Johnson	3		11	1	36
Kane	32	13		2	19
Kankakee		53		3	71
Kendall	10	4	1	1	64
Knox	30	32		1	10
Lake	12	20		3	35
LaSalle	42	77		3	70
Lawrence			9	4	10
Lee	17	22		3	58
Livingston		46		2	62
Logan	9	29		2	63
Macon	8	26		1	29
Macoupin	20	38		1	68
Madison	36		43	5	122
Marion	4	16		4	46
Marshall	5	18		1	23
Mason	5	18		5	23
Massac			17	1	24
McDonough		8	23	2	40
McHenry	16	5		2	25
McLean	1	26	49	16	144
Menard		7	12	1	24
Mercer	7	19		2	34
Monroe	5		18	2	30
Montgomery		3	27	1	53
Morgan		9	36	4	71
Moultrie		2	8	3	19
Ogle	17	7		2	28
Péoria		3	42	6	78

Table XIX—Concluded.

Counties.							Total.
Perry.....							52
Piatt.....							61
Pike.....							14
Pope.....							17
Pulaski.....							8
Putnam.....							31
Randolph.....							26
Richland.....							98
Rock Island.....	1	36	39				20
Saline.....							129
Sangamon.....							29
Schuyler.....							22
Scott.....							34
Shelby.....							9
Stark.....							45
St. Clair.....		32					115
Stephenson.....		20					28
Tazewell.....							55
Union.....							35
Vermilion.....							85
Wabash.....							14
Warren.....							40
Washington.....							26
Wayne.....							30
White.....							26
Whiteside.....	20	13					45
Will.....	2	80					102
Williamson.....		2					29
Winnebago.....	27	22	20				64
Woodford.....							53
Totals.....	523	1,609	923	630	1	338	526
							5,291

TABLE XX.—*Showing consumption of articles named, per capita, for one year, from October 1, 1886 to September 30, 1887.*

Articles.	Measures.	Northern Insane Hospital.	Eastern Insane Hospital.	Central Insane Hospital.	Southern Insane Hospital.	Deaf and Dumb.	Blind.	Feeble-Minded Children.	Soldiers' Orphans' Home.	Eye and Ear Infirmary.	Reform School.	Total.
Breadstuffs.....	Pounds...	272.53	318.50	252.59	312.63	219.81	426.05	345.83	222.55	328.25	287.58	287.15
Meat and fish.....	Pounds...	316.52	392.62	309.63	336.47	245.41	218.17	181.35	141.15	185.47	170.93	272.55
Vegetables.....	Pounds...	11.36	9.68	9.64	13.07	4.02	5.89	6.35	13.78	8.53	10.06	10.06
Rice and hominy.....	Pounds...	14.58	18.00	16.93	26.19	5.69	18.53	17.98	2.60	5.69	16.54	16.54
Fruit	Pounds...	8.34	12.06	68.45	7.53	79.88	97.87	30.15	38.30	15.04	20.15	31.38
Oranges and lemons.....	Pounds...	6.13	10.61	10.48	13.50	14.90	35.94	10.97	9.72	2.69	7.81	11.05
Butter.....	Pounds...	2.35	8.04	7.96	3.25	7.72	9.14	.81	12.72	9.34	10.40	6.77
Cheese.....	Pounds...	31.56	20.01	33.06	25.89	16.37	40.56	21.81	31.42	22.36	25.34	25.34
Eggs.....	"	1.89	4.36	3.81	1.53	1.93	3.13	2.09	1.55	1.84	1.34	2.91
Cider and vinegar.....	Gallons...	61.78	151.41	60.97	315.98	86.28	34.27	63.19	52.80	21.62	123.10	123.00
Tea.....	Pounds...	2.85	1.79	1.11	1.76	1.02	1.64	.86	.84	.74	6.61	1.12
Coffee.....	"	5.30	8.55	1.66	3.18	.61	1.01	1.45	.40	2.50	1.74	1.74
Sugar, etc.....	Gallons...	31.05	29.11	31.02	39.13	56.92	31.93	38.20	17.06	47.45	9.72	32.51
Syrups, etc.....	"	1.37	1.58	1.82	1.39	4.11	3.65	3.86	1.43	.47	2.63	2.00
Average number of persons fed.....	.....	641.	1,775.	1,074.	764.	437.	153.	435.	376.	136.	339.	6,139

TABLE XXI.—*Showing consumption of articles named, per capita, for nine months, from October 1, 1887, to June 30, 1888.*

Articles,	Measure,	Northern Insane Hospital.	Eastern Insane Hospital.	Central Insane Hospital.	Southern Insane Hospital.	Deaf and Dumb.	Blind.	Feeble-Minded Children.	Soldiers' Orphans' Home.	Eye and Ear Infirmary.	Reform School.	Soldiers' and Sailors' Home.	Total.
Pounds..	219.45	258.03	187.86	217.71	167.64	134.98	164.53	190.00	207.75	377.45	130.44	213.21	
Pounds..	211.87	210.62	237.12	238.04	155.11	178.76	147.97	106.47	112.03	167.67	251.30	202.64	
Pecks..	12.71	7.26	10.44	9.93	3.24	1.50	10.98	12.91	18.53	23.72	21.13	11.57	
Pounds..	4.09	10.44	2.83	11.78	1.71	2.31	18.15	3.65	6.00	16.09	14.82	8.57	
Quarts..	3.14	6.92	29.58	1.48	21.63	32.49	2.29	26.25	13.04	15.49	2.21	12.35	
Pounds..	7.53	9.99	21.54	12.66	2.55	3.20	8.50	5.99	3.92	12.03	15.53	8.31	
Number..	3.32	2.46	2.75	1.90	3.75	3.21	2.25	4.85	5.92	8.07	4.92	3.31	
Pounds..	5.24	1.21	6.38	17.85	1.04	.....	14.96	17.84	22.27	16.89	23.03	8.86
Number..	.....	55.09	1.55	2.88	0.95	.....	3.39	1.64	0.97	0.91	1.02	0.31
Gallons..	0.79	0.88	82.40	24.20	82.28	58.24	14.74	58.21	26.28	23.33	75.64	66.45	
Pounds..	3.06	2.58	1.91	0.82	0.83	0.25	0.79	0.44	0.69	0.40	0.37	0.17	
Tea..	.....	.....	.....	.....	.....	0.36	0.36	0.96	0.36	1.56	0.33	1.04
Coffee..	.....	8.29	5.94	8.69	3.03	5.35	5.91	1.08	4.66	4.72	15.68	7.15
Sugar..	.....	32.30	23.24	13.18	35.81	12.19	8.08	25.88	12.91	31.70	16.50	52.99
Syrups, etc..	1.25	1.96	1.65	1.16	1.32	2.41	3.11	1.22	0.55	3.06	1.06	21.16	
Average number persons fed..	625.	1,849.	1,063.	747.	559.	173.	465.	395.	143.	359.	499.	6,877.

TABLE XXII.—*Showing the comparative cost of provisions, per capita, in the state institutions for one year from October 1, 1886, to September 1, 1887.*

Items.	Northern Insane Hospital.	Eastern Insane Hospital.	Central Insane Hospital.	Southern Insane Hospital.	Deaf and Dumb.	Blind	Foolish Minded Children.	Soldiers' Orphans' and Ear Innitary Home.	Eve Reform School.	Total.
Breadstuff.....	\$5 85	\$6 37	\$5 58	\$6 84	\$5 40	\$9 33	\$7 62	\$5 09	\$12 72	\$63 50
Ments, etc.....	18 96	17 95	23 05	19 06	18 37	19 27	12 73	11 11	18 68	123 21
Vegetables.....	2 17	1 76	2 10	2 09	1 25	6 08	2 06	2 70	5 81	2 19
Fruits.....	1 14	1 10	2 15	1 16	3 21	6 18	2 02	3 89	1 90	2 00
Tea, coffee, etc.....	1 86	1 82	2 09	2 69	1 35	2 01	1 79	1 08	2 15	1 46
Milk.....	5 94	3 15	5 66	6 51	2 79	5 63	1 41	5 95	7 24	4 14
Butter.....	2 22	3 35	4 45	2 91	3 52	3 25	2 31	2 22	1 15	31 31
Cheese.....	1 89	1 61	1 86	2 30	3 23	1 79	2 10	1 98	2 66	1 86
Sugar.....	14	40	51	13	16	16	50	56	19	165
Syrup and molasses.....	76	1 55	61	69	95	33	63	76	47	1 22
Eggs.....	22	13	29	11	14	15	13	10	13	11
Butter and vinegar.....	81	29	25	49	52	3 46	2 11	1 97	2 12	2 15
All other provisions.....	67	51	78	1 13	18	1 05	1 78	1 05	2 36	64
Freight.....										
Total.....	\$11 22	\$37 29	\$46 42	\$48 01	\$39 41	\$59 30	\$68 19	\$15 99	\$62 57	\$422 54
Cost per month.....										
Cost per day.....										
Number of persons fed.....	61	1,775	1,071	741	437	153	435	376	339	6,130

TABLE XXIII.—*Showing the comparative cost of provisions, per capita, in eleven state institutions, for nine months, from October 1, 1887, to June 30, 1888.*

Articles.	Northern Insane Hospital.	Eastern Insane Hospital.	Central Insane Hospital.	Southern Insane Hospital.	Deaf and Dumb.	Blind.	Feeble-Minded Children.	Soldiers' Orphans' Home.	Eye and Ear Infirmary.	State Reform School.	Soldiers' and Sailors' Home.	Total.
Breadstuffs												\$4 57
Meats, etc.	\$4 76	\$4 29	\$4 13	\$5 03	\$3 86	\$3 56	\$3 60	\$4 16	\$8 58	\$7 72	\$4 53	
Vegetables	14 09	13 10	17 18	13 81	11 82	15 10	9 62	8 49	14 17	10 93	15 91	13 46
Fruit	2 77	1 94	2 04	3 19	1 35	4 26	3 45	3 62	5 26	4 78	6 31	2 91
Tea, coffee, etc.	1 14	99	1 93	1 27	2 61	3 63	1 84	2 32	1 00	1 95	1 53	1 60
Milk	2 42	1 56	2 33	2 36	1 22	1 27	1 64	1 11	1 53	1 25	3 49	1 82
Butter	02	53	02	53	22	22	22	22	9 12	5 25	2 56	9 98
Cheese	61	09	34	4 31	22	22	22	22	4 46	5 82	3 15	5 19
Sugar	2 08	1 47	91	2 32	18	45	20	12	11	13	03	2 20
Syrup and molasses	41	61	58	37	49	1 69	1 16	44	2 06	1 10	3 21	1 55
Eggs	70	94	36	98	71	19	65	35	27	1 11	43	6 60
Cider and vinegar	11	11	10	11	11	19	19	07	34	1 93	1 93	0 80
All other provisions	15	17	19	54	09	1 35	1 69	1 07	0 61	0 61	1 41	6 1
Freight	13	52	58	71	36	50	52	52	71	1 22	1 11	4 7
Total	\$29 97	\$26 03	\$22 23	\$35 33	\$23 17	\$32 10	\$20 22	\$25 37	\$45 22	\$36 85	\$46 69	\$21 49
Cost per month	\$3 33	\$2 89	\$3 58	\$3 93	\$2 57	\$3 57	\$3 25	\$3 93	\$5 02	\$4 09	\$5 19	\$3 50
Cost per day	10 9	09 5	11 8	12 9	08 5	11 7	10 7	12 9	16 5	13 5	17	11 5
Number of persons fed	625	1,849	1,063	747	554	173	465	395	143	359	493	6,877

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TABLE XXIV.—Showing the average number of inmates in eleven state institutions, from each county in the state, the average cost per capita, and the cost to the state, of their support, for the fiscal year ending September 30, 1887.

Froquois	47.85	7,087 36	1,465 99	197 95
Jackson .....	.75	111 08	534 97	67
Jasper .....	.09	13 33	1,468 50	1,32
Jefferson	1.24	183 66	570 85	1,37
Jersey	3.64	339 94	192 96	404 77
Jo Daviess	7.50	1,110 88	7.72	219 77
Johnson	2.11	312 51	1.41	197 95
Kane	11.20	1,658 89	9.26	1.41
Kankakee	52.54	7,782 02	1.02	422 43
Kendall	2.26	324 74	1	1,045 89
Knox	31.37	5,000 74	5,180 33	.....
Lake	2.45	3,621 44	.....	.....
LaSalle	74.85	11,086 49	10.31	1,725 63
Lawrence	19.27	3,342 00	18.11	1,44
Lee	45.15	2,087 44	1.71	2.85
Livingston	8.78	300 46	23.25	763 80
Logan	7.39	1,094 57	24.20	1,39
Macon	21.15	3,132 80	3.62	40 68
Macoupin	4.98	988 38	5,168 33	4.25
Madison	5.80	859 08	142 38	1,255 60
Marion	4.46	660 60	15.06	5,159 95
Marshall	2.87	425 10	2.258 71	1,39
Massac	5	1,323 04	2,635 14	1.39
McDonough	25.14	3,723 61	3.130 10	1.39
McLean	7	1,740 58	51.31	1.39
Menard	5.52	817 61	1,978 25	1.39
Mercer	4.31	628 38	2,357 70	1.39
Monroe	3	441 35	30.85	1.39
Montgomery	8.39	1,242 69	4,636 90	1.39
Morgan	2	296 22	5,349 81	1.39
Montrie	14.86	1,165 68	8.32	1.39
Ogle	3	2,500 06	7.87	1.39
Pearl .....	.63	98 37	41.86	1.39
Perry	9.76	1,448 62	36.75	1.39
Platt .....	.56	62.94	.....	1.39
Pike .....	.34	50 36	5.66	1.39
Popoliski	1.81	208 10	848 89	1.39
Putnam	3.78	559 86	21.08	1.39
Randolph	5.75	37.36	12.93	1.39
Richland	39.14	3,424 43	5,597 27	1.39
Rock Island	1	168 24	48.22	1.39
Saline	23.12	3,562 46	13.96	1.39
Sangamon	4	4,901 12	5.28	1.39
Schuyler	2	236 22	14.24	1.39
Shelby	23.11	4,166 43	5.28	1.39
St. Clair	20.15	3,390 05	11.89	1.39
Stephenson	2.30	771 86	5,925 07	1.39

Table XXIV.—Continued.

COUNTIES	NORTHERN HOSPITAL. Per capita, \$168.24.			EASTERN HOSPITAL. Per capita, \$181.11.			CENTRAL HOSPITAL. Per capita, \$149.98.			SOUTHERN HOSPITAL. Per capita, \$167.38.			DEAF AND DUMB. Per capita, \$268.00.			BLIND Per capita, \$295.45.	
	Av. No.	Cost.	Av. No.	Cost.	Av. No.	Cost.	Av. No.	Cost.	Av. No.	Cost.	Av. No.	Cost.	Av. No.	Cost.	Av. No.	Cost.	
Tazewell	13.16	\$1,949 21	26.81	\$4,028 97	.....	19.66	.....	3,290 59	5.74	\$1,538 35	.....	.....	.....	.....
Union	4	532 46	.....	.....	.....	1	167 38	1,44	335 93	80	.....	.....	.....	.....
Vermillion	57.72	8,519 26	.....	.....	.....	8.96	1,499 66	2.16	578 80	2.90	.....	.....	.....	.....
Wabash	10.07	10.37	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....
Warren	17.01	2,519 45	20.68	\$3,101 60	.....	16.01	.....	2,679 67	2.16	578 80	.....	.....	.....	.....
Washington	6.67	987 93	.....	.....	.....	17.52	2,992 49	1,90	402 01	71	209 77	.....	.....	.....
Wayne	2	296 22	.....	.....	.....	14.11	2,361 65	7.84	2,101 18	4.22	1,206 80	.....	.....	.....
White	1.62	239 94	.....	.....	.....	.....	.....	.....	805 66	2.91	849 76	.....	.....	.....
White-side	8.39	1,342 69	.....	.....	.....	.....	.....	1.44	386 93	.....	.....	.....	.....	.....
Will	91.50	12,071 45	.....	.....	.....	.....	.....	5.21	1,396 31	1.39	110 68	.....	.....	.....
Williamson	1.11	164 40	.....	.....	.....	19.33	3,235 35	7.2	192 96	1.38	407 72	.....	.....	.....
Winnebago	25.35	4,248 06	22.82	3,380 00	2,84	761 11	.72	212 72
Woodford	13.22	1,368 08	19.04	2,885 63	1.44	385 92	1.81	534 76
Non-residents	
Total	534.24	\$89,877	34,1,518.32	\$224,884 24	918.07	\$137,632 55	645.51	\$108,042 00	362.30	\$47,048 09	123.94	\$36,618 13	.....	.....	.....	.....

Table XXIV.—Continued.

COUNTIES,	PEBBLE-MINDED, Per capita, \$172.76.			ORPHANS' HOME, Per capita, \$143.96.			EYE AND EAR, Per capita, \$165.14.			REFUGESCHOOL, Per capita, \$133.59.			SOLDIERS' HOME, Per capita, \$255.05.			TOTAL Per capita, \$165.65.		
	Av. No.	Cost.	Av. No.	Av. No.	Cost.	Av. No.	Av. No.	Cost.	Av. No.	Cost.	Av. No.	Cost.	Av. No.	Cost.	Av. No.	Cost.		
Adams.....	2,81	\$485.47	4,07	\$585.92	1.46	\$241.10	13.85	\$1,850.15	29.32	\$7,478.05	132.68	\$23,422.72	5,874.86	\$23,422.72	5,874.86			
Alexander.....	1	172.46	21	34.55	.53	87.52	12.24	1,635.08	3.99	902.13	31.08	5,713.39	1.31	5,713.39	1.31			
Bond.....	3	518.30	21	34.55	.65	107.31	247.71	3.30	319.27	1.15	293.29	15.60	2,502.46	2,502.46	2,502.46	2,502.46		
Boone.....	1	172.76	21	34.55	1.50	247.71	3.30	319.27	2.61	665.08	51.58	8,018.11	8,018.11	8,018.11	8,018.11			
Brown.....	.....	.....	7.71	1,109.93	1.24	204.78	.....	.....	.....	175.97	12.83	2,187.86	2,187.86	2,187.86	2,187.86		
Bureau.....	1	14	283.33	.71	20.15	.39	64.40	1.84	215.70	.69	117.11	22.29	3,457.23	3,457.23	3,457.23	3,457.23		
Calhoun.....	1,64	518.30	7	1,007.72	.24	3.30	63	39.63	.84	16	1.07	272.89	35.24	6,162.03	6,162.03	6,162.03	6,162.03	
Cass.....	3	1,090.15	11.11	1,599.39	2.98	492.12	2.92	390.07	1.95	197.33	72.06	11,708.24	11,708.24	11,708.24	11,708.24			
Champaign.....	6,31	785.71	5.97	850.14	1.52	52.84	1.56	208.40	1.77	451.42	38.75	6,489.19	6,489.19	6,489.19	6,489.19			
Christian.....	4,56	20.73	7.91	1,147.36	3.44	368.09	3.47	410.11	2.99	762.35	54.58	9,517.00	9,517.00	9,517.00	9,517.00			
Clark.....	1,12	172.76	2.43	319.82	.68	112.29	2.07	.....	.....	24.37	4,269.15	4,269.15	4,269.15	4,269.15	4,269.15	4,269.15	
Clay.....	1	691.06	1	575.84	1.18	194.86	1.18	.....	.....	5,767.26	32.64	5,767.26	32.64	5,767.26	32.64	5,767.26	32.64
Clinton.....	4	799.90	2	287.92	2.53	417.81	6.12	817.54	1.33	322.08	44.30	4,396.21	4,396.21	4,396.21	4,396.21	4,396.21	4,396.21	
Coles.....	4,63	12,687.86	7.97	1,147.36	21.17	3,496.07	104.98	13,93.60	19.35	3,339.39	44.30	162,876.70	162,876.70	162,876.70	162,876.70	162,876.70	162,876.70	
Cook.....	73.44	843.60	5.86	120.55	1.73	246.06	1.73	.....	1.05	267.79	25.73	4,707.10	4,707.10	4,707.10	4,707.10	4,707.10	4,707.10
Crawford.....	2	915.53	2.48	357.02	1.49	117.25	1	133.59	1.06	10	25.19	17.11	2,054.10	2,054.10	2,054.10	2,054.10		
Cumberland.....	.....	939.84	4.23	608.95	.71	59.45	1	133.59	.86	219.33	12.12	2,111.76	2,111.76	2,111.76	2,111.76	2,111.76	2,111.76
DuKub.....	1	172.76	7.08	1,019.24	.36	199.82	1.21	133.59	2.92	744.73	43.87	7,398.99	7,398.99	7,398.99	7,398.99	7,398.99	7,398.99	
DeWitt.....	1	172.76	.15	21.59	1.21	.....	.....	.....	1.94	494.74	25.43	1,319.44	1,319.44	1,319.44	1,319.44	1,319.44	1,319.44
Douglas.....	3,46	597.77	3.15	453.47	.....	.....	1.65	230.42	1.95	96.90	23.36	3,916.51	3,916.51	3,916.51	3,916.51	3,916.51	3,916.51
Edgar.....	1,80	310.98	3.15	453.47	.....	.....	1.65	230.42	1.95	497.33	49.20	8,336.53	8,336.53	8,336.53	8,336.53	8,336.53	8,336.53
Edwards.....	1	172.76	2.16	310.95	.75	123.85	1.82	161.54	1.06	25.19	17.11	2,054.10	2,054.10	2,054.10	2,054.10	2,054.10	2,054.10	
Effingham.....	2	345.53	2.16	287.35	1.74	454.91	2.86	472.31	1.57	169.66	3.01	775.31	39.39	6,764.76	6,764.76	6,764.76	6,764.76	
Fayette.....	3,84	663.42	3.16	1,194.87	.88	145.32	1.37	185.69	1.39	732.06	5.39	1,374.70	25.28	4,314.17	4,314.17	4,314.17	4,314.17	
Ford.....	4,31	744.62	8.30	97.89	.07	11.56	1.39	5.49	1.39	21.05	3.78	40.87	22.75	6,601.08	6,601.08	6,601.08	6,601.08	
Franklin.....	1	172.76	.08	1,422.32	.68	112.30	1.21	34.68	1.18	21.05	1.75	79.62	31.72	3,880.26	3,880.26	3,880.26	3,880.26	
Fulton.....	4,58	791.26	9.88	1,422.32	2.21	34.68	1.21	21.05	1.75	21.05	1.75	1,949.70	9.14	3,466.74	3,466.74	3,466.74	3,466.74	
Gallatin.....	.76	131.30	2.16	287.35	1.74	454.91	2.86	472.31	1.57	169.66	1.39	944.70	1.31	1,949.70	1.31	1,949.70	1.31	
Greene.....	1	172.76	.10	14.46	.27	172.76	1.74	287.35	1.57	467.55	1.71	944.70	41.76	6,459.82	6,459.82	6,459.82	6,459.82	
Hamilton.....	39	67.38	5.94	855.13	.50	82.57	3.50	59.45	2.90	386.06	1.99	321.35	31.72	5,325.35	5,325.35	5,325.35	5,325.35	
Hancock.....	1,42	245.33	3	431.88	.36	507.53	507.53	53.46	9,316.90	9,316.90	9,316.90	9,316.90	9,316.90	9,316.90
Hardin.....	1	172.76	7.45	1,072.50	2.47	.....	.....	.....	.....	8.08	1.10	110.75	1.10	4,275.82	4,275.82	4,275.82	4,275.82
Henderson.....	3,54	611.59	4	575.84	2.47	407.90	1	123.59	2.82	719.23	63.11	10,398.37	10,398.37	10,398.37	10,398.37	10,398.37	10,398.37	
Henry.....	4,45	768.80	2	287.92	.62	102.39	4.93	658.58	.58	147.35	65.82	10,587.40	10,587.40	10,587.40	10,587.40	10,587.40	10,587.40	
Iroquois.....	6	1,036.59	2	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	5,829.51	5,829.51	5,829.51	5,829.51
Jackson.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	.....	31.35	31.35	31.35	31.35

Table XXIV.—Concluded.

Counties,	Private Minded, Per capita, \$172.76			Orphans' Home, Per capita, \$143.96			EVE AND EAR Per capita, \$165.14			Reform School, Per capita, \$163.59			SOLDIERS' HOME, Per capita, \$255.05			Total Per capita, \$165.14	
	Av. No.	Cost.	Av. No.	Av. No.	Cost.	Av. No.	Av. No.	Cost.	Av. No.	Cost.	Av. No.	Cost.	Av. No.	Cost.	Av. No.	Cost.	
Jasper.....	1.80	\$310.98	1.90	\$297.77	1.84	\$799.29	1.22	.9	1.75	\$207.17	1.10	1.05	1.21	\$191.27	25.08	\$4,012.14	
Jefferson.....	3.11	589.11	.04	5.26	.74	117.25	.50	.60	66.79	109.04	1.68	1.05	1.05	1.05	23.75	1.25	1.3
Jersey.....	3	518.30	1.10	1.78	.50	287.92	.76	125.51	1.49	100.04	1.68	1.05	1.05	1.05	20.06	5.08	3.45
Jo Daviess.....	3	618.30	2	868.08	86.63	142.03	5.64	753.42	3.27	814.00	1.25	1.05	1.05	1.05	17.31	5.012.45	
Kane.....	3	518.30	6.03	1.72	.07	1.56	2.07	9.21	295.23	1.25	1.05	1.05	1.05	1.25	13.072.92		
Kankakee.....	1	114.04	1.66	114.04	1.24	149.82	1.24	1.24	133.59	4.20	1.25	1.25	1.25	1.25	10.914.14		
Kendall.....	1	697.97	3.06	440.52	1.53	282.67	1	1.24	133.59	4.20	1.25	1.25	1.25	1.25	12.251.94		
Knox.....	1.83	816.16	1.83	1.72	.66	1.95	5.87	1.53	385.39	3.25	1.25	1.25	1.25	1.25	14.44	8.172.11	
Lake.....	1	780.10	7	1.00	.72	2.60	429.37	.61	51.49	1.80	1.25	1.25	1.25	1.25	1.57	1.25	26.592.62
Lawrence.....	3.58	618.30	4.01	677.28	1.86	307.16	2.29	1.24	305.01	1.80	1.25	1.25	1.25	1.25	29.18	3.111.11	
Lee.....	511.39	1	143.96	1.31	221.29	7.37	984.52	1.61	163.25	1.25	1.25	1.25	1.25	1.25	8.545.18		
Livingston.....	12.15	2,090.10	2.32	315.43	3.55	157.80	2.98	308.09	3.09	772.79	6.74	1.25	1.25	1.25	10.112.67		
Logan.....	5.90	1,019.91	8.85	1,214.05	.74	122.29	5.18	738.77	6.44	1,612.51	6.25	1.25	1.25	1.25	11.316.91		
Macon.....	3.61	1,026.68	7.68	1,105.61	1.39	97.45	1.45	732.47	1.47	1,603.49	1.25	1.25	1.25	1.25	10.720.39		
Macoupin.....	6	1,026.69	1.37	1.25	.31	51.19	5.38	137.94	11.12	2,830.14	1.05	1.25	1.25	1.25	13.000.82		
Madison.....	6.40	1,015.70	5.77	809.65	4.19	691.95	5.46	328.62	1.35	311.90	1.35	1.25	1.25	1.25	10.710.10		
Marion.....	1	172.76	2.08	200.44	2.20	35.03	8.29	.11	14.70	1.44	1.25	1.25	1.25	1.25	8.254.18		
Marshall.....	3.84	603.43	6	719.80	.05	616.44	.30	43.54	.98	130.02	2.38	1.25	1.25	1.25	3.625.54		
Mason.....	1	618.29	3.90	618.29	1.25	1.25	1.25	1.25	1.25	1.25	1.25	1.25	1.25	1.25	5.299.98		
Massee.....	1	172.76	4.07	685.92	.01	6.61	1.21	161.92	1.02	904.15	4.38	1.25	1.25	1.25	5.623.45		
McBanoough.....	1.83	1,011.16	12.91	1,817.16	1.98	836.98	2.43	418.30	5.53	1,210.55	2.85	1.25	1.25	1.25	5.148.77		
McHenry.....	1,677.53	12.91	679.76	4.72	679.49	1.15	24.77	1.63	204.99	2.13	1,410.41	1.25	1.25	1.25	1.25	20.262.45	
McLean.....	9.71	905.76	1.25	1,520.35	5.22	403.55	.50	33.03	6.21	543.21	1.25	1.25	1.25	1.25	6.511.98		
Menard.....	6.50	315.13	2	1.25	.45	74.31	.03	1.25	6.68	351.95	2.12	1.25	1.25	1.25	1.25	1.25	
Mercer.....	2	900.90	1.16	290.41	1.52	225.02	.98	62.75	2	2.36	6.01	1.25	1.25	1.25	6.278.81		
Monroe.....	1	678.75	.50	678.75	0.31	1.25	1.25	1.25	1.25	2.36	721.79	1.25	1.25	1.25	8.680.49		
Morgan.....	3.81	150.31	6	803.70	.44	72.06	2	1.25	1.25	1.25	1.25	1.25	1.25	1.25	14.900.84		
Montgomery.....	0.87	1,521.26	2	287.92	1.48	244.41	2	1.25	2.36	1.25	1.25	1.25	1.25	1.25	21.69		
Monroe.....	4.36	1,520.35	5.22	1.25	1.25	1.25	1.25	1.25	1.25	1.25	1.25	1.25	1.25	1.25	21.69		
Ogle.....	8.80	1,520.35	3.92	287.92	1.48	244.41	2	1.25	1.25	1.25	1.25	1.25	1.25	1.25	1.25		
Pearl.....	2	345.33	5	719.80	1.33	219.64	1.25	1.25	1.25	1.25	1.25	1.25	1.25	1.25	4.037.03		
Perry.....	1.67	288.62	.50	1.25	275.79	.14	1.25	1.25	1.25	1.25	1.25	1.25	1.25	1.25	3.398.61		
Platt.....	3.90	678.75	.50	403.00	.05	8.26	3.82	510.30	4.67	1.25	1.25	1.25	1.25	1.25	11.104.00		
Pike.....	0.74	127.82	2	287.92	2.73	450.84	2.36	52.85	1.25	1.25	1.25	1.25	1.25	1.25	12.71		
Pope.....	0	127.82	.50	1.25	.36	1.25	.36	1.25	.36	1.25	.36	1.25	.36	1.25	1.25		
Putnam.....	0	127.82	4.53	655.02	1.25	1.25	.36	1.25	.36	1.25	.36	1.25	.36	1.25	1.25		

Randolph	3.97	685,888	138,72	94	118,63	70	93,51	4,40	1,015,69
Richland	5	863,56	5,17	787,66	2,39	391,69	3	400,73	3,08
Rock Island.....									1,015,68
Saling	12,37	2,137,10	2,305	421,68	4,16	21,77	3,87	516,98	2,17,38
Sangamon		6,56	941,38	.73	130,65	6	801,51	13,38	3,438,08
Schuyler	1	172,76	6,37	.....	32	52,85	1,93	257,82	3,41
Scott		172,76	6,37	1,063,10	.72	118,90	1	133,59	1,60
Shady	6,58	1,136,79	4	675,84	6,01	492,64	1,39	185,69	1,65
Stark	1,02	176,23	2,27	326,79	.....	.....	.....	80	204,01
St. Clair	4	631,06	8	1,154,68	1,23	203,13	6,77	904,38	8,19
Stephenson	3,72	612,69	5	.....	1,25	306,43	.40	65,46	5,57
Tazewell	6,86	1,036,69	5	710,80	.45	71,34	.08	10,69	2,77
Union	2,86	491,11	3	431,88	.40	66,06	2,06	275,19	1,52
Vernilion	8,57	1,486,60	4,27	614,74	1,19	196,52	9,52	1,271,73	3,33
Wabash				325,45	2,45	.....	.....	831	211,69
Warren				6	749,80	.96	153,68	23	30,73
Washington	2	346,22	1	143,96	1,70	280,74	.21	28,00	2,33
Wayne	2,49	430,18	3,16	453,47	.....	.....	3,77	543,62	.60
White	1	172,76	1	143,96	1,31	216,34	5,73	745,41	.....
Whiteside								530,35	1,57
Will	6,15	1,062,60	9,76	1,109,37	1,50	282,77	1,39	185,68	2,33
Williamson	3	508,30	5,35	765,79	4,46	75,97	2,68	358,00	.....
Winnipeg		601,69	5,35	.....	.31	51,49	8,91	1,190,34	1,80
Woodford	7,69	1,311,29	4,27	614,74	.29	47,80	.....	4,74	1,208,92
Non residents								6	1,630,90
Total	361,79	\$62,501,64	310,61	\$19,634,20	121,18	\$20,608,82	301,44	\$40,668,82	269,94
									\$68,847,08
									5,500,32
									\$934,279,13

TABLE XXV.—*Showing the names and addresses of keepers of county almshouses, county physicians, and sheriffs (S), or jailers (J), in charge of county jails.*

County	Name of Keeper	Postoffice Address	Name of County Physician	Postoffice Address	Name of Sheriff or Jailer.	Postoffice Address.
Adams.....	Wm. J. Bates.....	Coatesburg.....	Dr. H. L. Sauthouse.....	Coatsburg.....	Mathew Wright, J.....	Quincy.....
*Alexander.....	Rutherford S. Enlow.....	Greenville.....	Dr. W. W. Stephenson.....	Cairo.....	W. M. Murphy, S.....	Chairo.....
Bond.....	C. C. Leach.....	Belvidere.....	Dr. George T. Kirkham.....	Groveville.....	Joseph C. Wright, J.....	Greenville.....
*Bonne.....	William Langton.....	Montgomery.....	Dr. Charles Scott.....	Belvidere.....	Andrew Bumpf, J., S.....	Belvidere.....
Brown.....	J. O. Craig.....	Princeton.....	Dr. William Cox.....	Mount Sterling.....	David W. Shankland, S.....	Mount Sterling.....
Bureau.....	John A. Lincoln.....	Iardin.....	Dr. P. C. Barry.....	Princeton.....	Josiah H. Henderson, S.....	Princeton.....
Cathoun.....	David A. McLaughlin.....	Momni Carroll.....	Dr. A. Van Faeton.....	Iardin.....	John Zahrl, S.....	Iardin.....
Carroll.....	Thomas R. Williams.....	Bell Springs.....	Dr. G. Unland.....	Momni Carroll.....	David H. Snyder, S.....	Momni Carroll.....
Cass.....	John White.....	Urbana.....	Dr. W. B. Simms.....	Beardstown.....	James Marion, J.....	James Marion, J.....
Champaign.....	Col. C. Cleary.....	Owaneco.....	Dr. R. McShea.....	Urbana.....	W. H. Koughton.....	Urbana.....
Christian.....	Clark.....	Marshall.....	None employed.....	Urbana.....	Daniel T. Michael, S.....	Taylorville.....
Clinton.....	Ivan Lewis.....	Xenia.....	Dr. A. McCaffern.....	Urbana.....	Henry Sherman S.....	Marshall.....
Coles.....	Mrs. Verena Gross.....	Carlyle.....	Dr. A. F. Robinson.....	Urbana.....	William Reeve, J.....	Louisville.....
Cook Infirmary.....	John A. Riches.....	Ashmore.....	Dr. H. N. Moyer.....	Urbana.....	James McAlle, S.....	Carlyle.....
Cook Insane Asylum	Dr. F. J. Foley.....	Dunning.....			S. W. Metcalfand, J.....	Charleston.....
Crawford.....	John Steers.....	Chicago.....	Dr. C. M. Eaton.....	Harrisonville.....	Conrad Folz, J.....	Chicago.....
Cumberland.....	Clark Boyd.....	Trimble.....	Dr. A. J. Reeve.....	Toledo.....	George W. Jones, S.....	Robinson.....
DeKalb.....	W. Ely.....	Toledo.....	Dr. B. McLean.....	DeKalb.....	Winfred S. Enrich, S.....	Toledo.....
DeWitt.....	Robert Read.....	Heathville.....	Dr. F. T. Spees.....	Hannibal.....	Orator S. Holcomb, S.....	Screamsore.....
Douglas.....	John A. Lewis.....	Tuscola.....	None employed.....	Prairie.....	Henry C. Hansen, S.....	Clinton.....
*Iva Page.....	Linther Jenkins.....	Paris.....	Dr. W. W. Wilson.....	John H. Asbury, S.....	J. C. Culter, J.....	Theresa.....
Edgar.....	Horace W. Reid, M. D.....	Abilene.....	Dr. Horace W. Reid.....	Justine H. Handley, S.....	John H. Asbury, S.....	Wheaton.....
Effingham.....	Andrew J. Parks.....	Effingham.....	Dr. W. Duncan.....	Paris.....	Augustus B. Smith, S.....	Paris.....
Fayette.....	William Truelowd.....	Vandalia.....	Dr. H. D. Smith.....	Albion.....	George Hovey, S.....	Albion.....
*Ford.....	Louis D. Starr.....	Benton.....	None employed.....	Bethel.....	Barnaby Overbeck, S.....	Effingham.....
Franklin.....	George W. East.....	Canton.....	Dr. Z. Hickman.....	Vandalia.....	T. S. Washburn, J.....	Vandalia.....
Fulton.....	Leonard Edwards.....	Carrollton.....	Dr. Z. Hickman.....	Elmwood.....	Benjamin F. Mason, S.....	Elmwood.....
Gallatin.....	Asa Sloan.....	Morris.....	Dr. W. W. Carleton.....	Benton.....	Elmsey Moore, J.....	Benton.....
Tipton.....	Thomas Sykes.....	McLeansboro.....	Dr. J. W. Carleton.....	Paris.....	Augustus B. Smith, S.....	Paris.....
Grundy.....	A. D. Lovan.....	Carthage.....	Dr. J. W. Carleton.....	Carrollton.....	George Hovey, S.....	Carrollton.....
Hamilton.....	William Whitherry.....	Philip J. Howard, J.....	Dr. J. W. Carleton.....	Carrollton.....	William M. Marrow, J.....	Sinnewestown.....
Hancock.....	Stephen Walker.....	Elizabethtown.....	Dr. J. Butler.....	Carrollton.....	John Schneider, S.....	Carrollton.....
Hardin.....	J. P. Morris.....	Elizabethtown.....	None employed.....	Carrollton.....	H. M. French, J.....	Morris.....
Henderson.....	Lyman J. Wilkinson.....	Olmavka.....	None employed.....	Carrollton.....	Z. V. Starkey, J.....	McLeansboro.....
Irondequoit.....	Mr. Wm. Coal.....	Watseka.....	None employed.....	Carrollton.....	Philip J. Howard, J.....	Carrollton.....
Jackson.....	J. F. Robinson.....	Watseka.....	None employed.....	Carrollton.....	J. P. Morris, J.....	Elizabethtown.....
Jasper.....	Isaac Kibbler.....	(Burbonville).....	None employed.....	Carrollton.....	T. C. Williams, S.....	Olmavka.....
Jefferson.....	James S. Dotson.....	Fultonthal.....	None employed.....	Carrollton.....	Lemuel E. Grove, S.....	Cambridge.....
					Charles La Barre, J.....	Watseka.....
					Howard E. Rose, S.....	Murphy'sboro.....
					Samuel Vernon.....	Newton.....
					Samuel D. Cooper, S.....	Mont Vernon.....
					Dr. Fred W. Patton.....	

Jersey.....	<i>Charles Campbell</i>	Jerseyville	J. G. Irwin, J. Barry.....
Jo Davies.....	Thomas Byrne.....	Galeana	William W. McDonald, S.
John.....	W. W. Stout.....	Venia	L. D. Harbeck, J.
Kane.....	<i>Thomas Burk</i>	Batavia	John Kelley, S.
*Kankakee, Town.....	J. C. Williams	Kankakee	Kankakee
Knox.....	M. P. DeLong.....	Knoxville	Jefferson O'Brien, S.
Lake.....	C. A. Apply.....	Knoxville	George E. Ackerman, S.
Lafayette.....	Thomas Reedy.....	Knoxville	James Richey, S.
Lawrence.....	Martin L. Ridgely.....	Knoxville	Lawrence Morrissey, S.
Lee.....	<i>Henry Rhy</i>	Ottawa	Lawrenceville
Livingston.....	J. A. Guthrie.....	Ottawa	Dixie
Logan.....	Charles Phillips.....	Pontiac	Pontiac
Marion.....	W. J. Magee.....	Pontiac	John T. Woldon, S.
Macoupin.....	B. S. Whitcomb.....	Pontiac	James Coogan, Jr., J.
Madison.....	<i>Robert Frazing</i>	Pontiac	John H. Minzey, S.
Marion.....	Johannah F. Roddy.....	Salem	Decatur
Marshall.....	<i>Henry Soft</i>	Salem	Carlerville
Marion.....	M. C. Phelps.....	Sparland	Edwardsville
Massac.....	<i>J. W. Nitrag</i>	Toheran	Salem
McDonough.....	<i>Levi B. Elling</i>	Metropolis	Lacon
McHenry.....	N. S. Robb.....	Macomb	Lyman
McLean.....	H. C. Lott.....	Harland	Metropolis
Menard.....	William P. Cox.....	Bloomington	Decatur
Mercer.....	J. M. Willis.....	None employed.....	Decatur
Monroe.....	<i>Mrs. B. Herchenroder</i>	Aledo	Decatur
Montgomery.....	O. M. Williamson.....	Alphonso Wetmore	Metropolis
Morgan.....	<i>Michael H. Carroll</i>	Waterloo	Theodore Huston, S.
Moultrie.....	<i>George Burger</i>	Illisboro	Woodstock
Ogle.....	Charles W. Samme.....	Jacksonville	Bloomington
Peoria.....	<i>C. C. Elliott</i>	Sullivan	Petersburg
Perry.....	<i>James A. Mansfield</i>	Oregon	Aledo
Prairie.....	<i>W. R. Hyde</i>	Peoria	Almeda
Pike.....	L. J. Innaley.....	Plunkettville	Waterloo
*Popo.....	<i>W. H. How</i>	Monticello	W. S. Burroughs, S.
Pulaski.....	William Quall.....	Pittsfield	Illisboro
Putnam.....	<i>Isaac Credlins</i>	Rose Bud	George Jameson, S.
Randolph.....	<i>Clement Kaiser</i>	Olmsted	Jacksonville
Richland.....	<i>Charles L. Hurlkamp</i>	None employed.....	Washington Linden, J.
Rock Island.....	<i>George Frisbie</i>	Dr. J. D. Ferry	Washington Linden, J.
Saline.....	<i>W. H. How</i>	None employed.....	Washington Linden, J.
Sangamon.....	Josiah Gold	None employed.....	Washington Linden, J.
Schuyler.....	Cornelius O'Langlin.....	None employed.....	Washington Linden, J.
Scott.....	Pritchard II. Head	None employed.....	Washington Linden, J.
Shirk.....	Richard II. Head	None employed.....	Washington Linden, J.
St. Clair.....	John W. Taylor	None employed.....	Washington Linden, J.
Stephenson.....	<i>M. F. Seifert</i>	None employed.....	Washington Linden, J.
Tazewell.....	Jacob L. Reisinger	None employed.....	Washington Linden, J.
Union.....	<i>S. H. Paterbaugh</i>	None employed.....	Washington Linden, J.
Union.....	<i>Frank B. Harrold</i>	None employed.....	Washington Linden, J.
Union.....	Anna.....	Anna.....	Anna.....

Table XXV.—Concluded.

Counties.	Name of Keeper.	Postoffice Address.	Name of County Physician.	Postoffice Address.	Name of Sheriff or Jailer.*	Postoffice Address.
Vermilion	W. W. Knapp	Danville	Dr. A. L. Fox	Dunville	O. Phillip J.	Danville
Wabash	Nicholas Worth	Mount Carmel	Dr. Wm. C. Ridgeway	Mount Carmel	A. C. Theatre, J.	Mount Carmel
Warren	Emery Crandell	Larchland	Dr. George Laister	Ross Bush, J.	Mrs. Gertskember, J.	Monmouth
Washington	Marion Merker	Nashville	Dr. D. S. Near	Nashville	Frank Canon, S.	Nashville
Warne	J. J. Davis	Fairfield	Dr. W. Armstrong	Jeffersonville	William D. Tanner, J.	Fairfield
White	John Flynn	Carmi	Dr. Leeman	Carmi	George G. Kever, S.	Carmi
Whiteside	M. F. Barnum	Round Grove	Dr. J. A. Nowlin	Morrison	Robert Huston, S.	Morrison
Will	John F. Cline	Joliet	Dr. John A. Schenck	Marion	John H. Burnett, S.	Joliet
Williamson	John R. Coppler	Marion	Dr. W. C. Waterford	Rockford	John M. Atkinson, S.	Marion
Winnebago	Rohrt Hallay	Rockford	Dr. George L. Winn	Iron Oak	David M. Owen, S.	Rockford
Woodford	Joseph W. Mick	Metamora	Dr. J. W. Hoffmann	Woodford	David M. Owen, S.	Woodford

NOTE.—Keepers whose names are printed in *italics* have been engaged since the date of last report.

TABLE XXVI.—Showing the date of visitation of county almshouses, the number of inmates present, the movement of the population for the year ending April 1, 1888, and the number of insane cases on the county court dockets from April 1, 1887, to April 1, 1888.

Table XXVI.—Continued.

* Also blind.

a No county almshouse.

Table XXVI—Continued.

COUNTIES.	MOVEMENT OF POPULATION.						INSANE CASES ON COUNTY COURT DOCKETS FROM YEAR ENDING APRIL 1, 1888.				
	Present April 1, 1887.	Admitted during year.	Total.	Dis- charged.	Bled.	Remaining April 1, 1888.	Total.	Male.	Female.	Adjudged insane.	Not insane.
Adams	92	117	209	95	16	98	22	15	7	22	1
a Alexander, St. Mary's Infirmary	6	44	60	31	10	6	3	3	4	4	1
Bond	14	39	53	31	3	15	5	2	3	3	...
a Boone	6	2	8	3	1	7	3	2	1	1	...
Brown	17	23	40	7	6	27	7	6	1	7	...
Bureau	51	35	86	16	2	59	11	9	2	11	...
Calhoun	11	2	13	1	2	10	2	2	2	2	...
Carroll	18	22	40	21	6	13	6	4	2	5	1
Cass	9	6	15	7	8	8	5	4	1	5	...
DeKalb	50	62	102	63	7	32	11	9	2	10	1
Champaign	12	17	29	12	7	10	8	6	2	8	1
Christian	20	37	57	15	7	22	8	6	1	7	1
a Clark	17	6	23	10	3	13	4	3	1	4	...
Clay	20	5	25	2	3	20	9	6	3	9	...
Clinton	23	20	43	21	1	21	9	5	4	9	...
Coles	27	802	3,951	2,431	294	1,279	631	327	394	557	74
Cook Insane Asylum	780	547	1,327	358	108	6,959	639	504	...	...	...
Cook County Hospital	616	747	8,093	6,486	12	33	32	2	2	2	...
Crawford	17	31	48	12	3	14	5	3	2	5	...
Cumberland	10	5	15	1	1	11	9	2	2	9	2
DeKalb	31	29	51	20	3	24	8	4	1	4	...
DeWitt	14	12	26	2	3	21	4	3	1	2	...
Douglas	9	11	20	8	1	14	4	1	1	2	...
DuPage	40	62	102	35	8	59	9	6	3	2	...
Edgar	6	7	13	5	...	8	2	2	2	2	...
Edwards	13	2	15	1	...	14	8	5	3	4	...
Edingham	56	46	102	42	5	55	9	7	2	8	1
Fayette	18	5	23	2	3	18	1	1	1	1	...
a Ford	72	51	123	14	8	74	9	1	1	8	...
Franklin	14	7	21	10	1	34	6	4	3	4	...
Fulton	33	35	68	32	2	21	5	4	3	3	...
a Gallatin	24	7	31	2	1	10	2	2	2	2	...
Grove	16	32	48	14	4	30	6	4	3	4	13
Grundy	27	31	50	20	5	25	14	9	4	5	...
Hancock	3	3	3	3	3	3	1	1	1	2	...
Hardin	13	10	23	14	3	14	6	3	3	2	...
Henderson											

Henry	8
Iroquois	6
Jackson	4
Jasper	3
Jefferson	5
Jefferson	1
Jones	2
Johnston	6
Kane	3
a Kankakee, Town	3
Kendall	4
Knox	4
Lake	9
LaSalle	3
Lawrence	1
Lee	1
Livingston	1
Logan	1
Macon	1
McDonough	1
McHenry	1
McLean	1
Marion	1
Marshall	1
Mason	1
Massac	1
McDonough	1
McHenry	1
McLean	1
Noland	1
Perry	1
Pike	1
Polk	1
Randolph	1
Ritchland	1
Rock Island	1
Saline	1
Sangamon	1
Sauk	1
Scott	1
Shelby	1
St. Clair	1
St. Louis	1
Tazewell	1
Washington	1
Waukegan	1
Waukon	1
Westmoreland	1
Wilcox	1
Williams	1
Winneshiek	1
Woodbury	1
Wright	1
Xenia	1
Yates	1
Zion	1

Table XVI—Continued.

COUNTIES.	MOVEMENT OF POPULATION.				INSANE CASES ON COUNTY CONFINEMENT BUDGETS FOR YEAR ENDING APRIL 1, 1888.						
	Present April 1, 1887.	Admitted during year.	Total.	Dis- charged.	Died.	Remain- ing April 1, 1888.	Total.	Male.	Female.	Mуждед инсам.	Not insane.
Stephenson.....	45	53	98	54	5	39	12	8	4	12	.....
Tazewell.....	69	57	126	49	10	67	11	7	4	10	1
Union.....	15	31	46	31	4	15	10	5	5	10	.....
Vermilion.....	65	30	85	54	4	33	15	8	5	23	1
Wabash.....	10	16	26	11	1	11	1	1	1	1	000,000
Warren.....	30	12	42	15	4	23	7	4	3	7	000,000
Washington.....	17	29	46	37	7	19	3	3	3	3	.....
Wayne.....	35	11	76	54	7	35	7	5	2	7	.....
White.....	29	74	103	71	5	27	4	4	1	4	.....
Whiteside.....	51	41	95	34	5	56	9	5	4	9	.....
Will.....	56	21	77	18	6	53	17	9	9	21	6
Williamson.....	22	28	50	18	2	30	6	3	3	6	.....
Winneshiek.....	41	66	107	63	8	46	12	7	5	12	.....
Woodford.....	42	33	75	41	4	39	1	2	2	4	.....
Totals.....	6,034	14,504	20,538	12,845	1,490	6,233	1,407	768	639	1,301	106

a No county almshouse.

STATEMENT XXVII—Showing the date of inspection of county jails, the number of prisoners present, the number of prisoners present April 1, 1887; the number committed during the year; the number released on bail; without trial; acquitted; escaped; the number sentenced; to pay fine; to serve in jail; to reform school; to penitentiary; to execution; the number of insane sent to a hospital or almshouse; the number who have died; the number of witnesses released and the number of prisoners remaining in jail, awaiting trial, and serving sentence April 1, 1888.

Statement XVII—Continued.

Cot. State.	DATE OF VISITA- TION.	Prisoners PRESENT.											
		Total.		Under 16 years of age.		In prison.		Awaiting trial.		Serving pen- tence.		Awaiting re- moval to Pen. R. S., or hospital	
M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.	M.	F.
Fulton.....	June 19.....	6	2	.....	.....	.....	.....	4	2	2	1	2	1
Gallatin.....	April 21.....	3	1	.....	.....	.....	.....	2	1	1	1	1	1
Greene.....	May 25.....	5	1	.....	.....	.....	.....	5	1	1	1	1	1
Hendry.....	Aug. 28.....	8	1	.....	.....	.....	.....	8	1	1	1	1	1
Hamilton.....	April 21.....	1	1	.....	.....	.....	.....	1	1	1	1	1	1
Hancock.....	June 21.....	2	1	.....	.....	.....	.....	1	1	1	1	1	1
Hardin.....	April 25.....	.....	.....	No jail.	.....	.....	.....	1	1	1	1	1	1
Henderson.....	June 20.....	.....	.....	.....	.....	.....	.....	1	1	1	1	1	1
Henry.....	June 25.....	5	1	.....	.....	.....	.....	4	1	1	1	1	1
Iroquois.....	July 6.....	2	1	.....	.....	.....	.....	2	1	1	1	1	1
Jackson.....	May 1.....	4	2	.....	.....	.....	.....	3	2	1	1	1	1
Jasper.....	July 21.....	4	2	.....	.....	.....	.....	3	2	1	1	1	1
Jefferson.....	July 15.....	8	2	.....	.....	.....	.....	8	1	1	1	1	1
Jersey.....	Aug. 28.....	2	1	.....	.....	.....	.....	1	1	1	1	1	1
Jo Daviess.....	Aug. 21.....	11	1	.....	.....	.....	.....	9	1	1	1	1	1
Johnson.....	April 20.....	3	1	.....	.....	.....	.....	2	1	1	1	1	1
Kane.....	Aug. 13.....	5	1	.....	.....	.....	.....	5	1	1	1	1	1
Kankakee.....	Sept. 4.....	8	1	.....	.....	.....	.....	8	1	1	1	1	1
Kendall.....	Aug. 20.....	2	1	.....	.....	.....	.....	2	1	1	1	1	1
Knox.....	June 25.....	7	1	.....	.....	.....	.....	7	1	1	1	1	1
Lake.....	Aug. 17.....	4	1	.....	.....	.....	.....	4	1	1	1	1	1
LaSalle ^a	Aug. 25.....	11	2	.....	.....	.....	.....	7	1	1	1	1	1
Lawrence.....	May 18.....	2	1	.....	.....	.....	.....	2	1	1	1	1	1
Lee.....	Aug. 11.....	1	1	.....	.....	.....	.....	1	1	1	1	1	1
Livingston.....	Sept. 5.....	3	1	.....	.....	.....	.....	2	1	1	1	1	1
Logan.....	June 15.....	10	1	.....	.....	.....	.....	6	1	1	1	1	1
Macoupin.....	Aug. 8.....	21	1	.....	.....	.....	.....	17	3	1	1	1	1
Madison.....	May 10.....	10	1	.....	.....	.....	.....	3	1	1	1	1	1
Marion.....	Aug. 9.....	5	1	.....	.....	.....	.....	2	1	1	1	1	1
Marshall.....	July 15.....	12	2	.....	.....	.....	.....	10	2	1	1	1	1
Mason.....	June 12.....	4	1	.....	.....	.....	.....	2	1	1	1	1	1
Massac.....	April 26.....	4	1	.....	.....	.....	.....	4	1	1	1	1	1
McDonough.....	June 25.....	7	1	.....	.....	.....	.....	3	1	1	1	1	1
McHenry.....	Aug. 21.....	1	1	.....	.....	.....	.....	1	1	1	1	1	1
McLean.....	July 3.....	21	1	.....	.....	.....	.....	12	1	1	1	1	1

* Committed suicide.

Statement XVII—Continued.

MOVEMENT OF POPULATION.

REVIEWED
APRIL 1, 1888.

BUSYED OR REMOVED.

CO. ST. PS.

Present April 1,
1887.

Co. St. Ps.	Total.	Committed during year	Out on bail	Discharged without trial	Acquitted	Escaped	Insane hospital or almshouse	Died	Witness	Otherwise discharged	Serving sentence	Awaiting trial	SENTENCED TO			Review'd
													Pay due	Serve in jail	R. S.	
Adams.....	103	103	7	4	33	1	1	17	22	12	1	1	1	1	1	3
Alexander.....	95	93	4	56	9	5	4	5	10	2	1	1	1	1	1	2
Bond.....	25	26	6	3	3	2	2	5	5	1	1	1	1	1	1	1
Boone.....	21	21	2	1	6	1	1	3	6	1	1	1	1	1	1	1
Brown.....	10	10	1	1	3	1	1	1	2	1	1	1	1	1	1	1
Bureau.....	86	86	9	11	30	30	2	1	1	1	1	1	1	1	1	1
Calhoun.....	2	2	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Carroll.....	12	12	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Cass.....	26	26	1	1	10	10	1	5	3	3	1	1	1	1	1	1
Champaign.....	64	68	8	20	1	1	1	12	15	1	1	1	1	1	1	1
Christian.....	7	7	7	7	11	16	2	1	12	16	6	1	1	1	1	1
Clark.....	3	50	53	8	6	6	1	1	9	3	1	1	1	1	1	3
Clay.....	1	11	12	2	1	1	1	1	3	1	1	1	1	1	1	1
Clinton.....	3	26	29	8	4	3	2	3	3	3	1	1	1	1	1	2
Colies.....	7	56	63	13	8	5	5	5	20	2	11	3	1	1	1	3
Cook.....	264	2,028	561	517	1,637	1,637	1	1	173	52	32	1	1	1	1	26
Crawford.....	4	25	30	4	1	1	1	1	10	2	1	1	1	1	1	1
Cumberland.....	4	22	26	7	5	5	1	1	9	1	1	1	1	1	1	3
DeKalb.....	1	31	1	5	1	1	1	1	6	1	1	1	1	1	1	2
DeWitt.....	3	15	23	2	2	1	1	1	10	1	1	1	1	1	1	3
Dodge.....	8	21	21	3	3	3	1	1	3	3	1	1	1	1	1	3
Douglas.....	2	2	1	1	1	1	1	1	6	1	1	1	1	1	1	2
Edgar.....	1	88	15	39	6	4	5	6	1	1	1	1	1	1	1	1
Edwards.....	1	12	13	1	1	1	1	1	1	1	1	1	1	1	1	1
Effingham.....	38	239	4	1	1	1	1	1	6	1	1	1	1	1	1	3
Fayette.....	47	51	11	2	2	6	1	1	4	1	1	1	1	1	1	2
Ford.....	15	19	1	1	1	1	1	1	2	1	1	1	1	1	1	1
Franklin.....	21	22	6	1	1	1	1	1	2	1	1	1	1	1	1	1
Fulton.....	41	52	3	6	1	1	1	1	2	1	1	1	1	1	1	1
Gallatin.....	16	16	1	1	1	1	1	1	1	1	1	1	1	1	1	1
Greene.....	1	39	4	1	1	1	1	1	1	1	1	1	1	1	1	1
Grundy.....	3	41	42	2	1	1	1	1	3	1	1	1	1	1	1	1
Hamilton.....	25	30	2	2	1	1	1	1	12	8	1	1	1	1	1	5
Hancock.....	27	29	1	1	1	1	1	1	10	7	1	1	1	1	1	4

Statement XVII—Continued'

MOVEMENT OF POPULATION.

COUNTIES	Total.	DISMISSED OR REMOVED.						Rewarded April 1, 1888	
		SENTENCED TO							
Serving sentence	Awaiting trial	Otherwise discharged	Witness	Died	Insane hospital or almshouse	Pay fine	Serve in jail	R. S. Pen.	Execution
Committed during year									
Present April 1, 1887									
Stark	3	3	1	1	1	1	1	1	1
St. Clair	125	14	15	2	2	9	31	2	4
Stephenson	50	1	3	1	1	33	3	10	5
Tazewell	64	63	8	14	5	12	12	1	4
Union	33	40	9	1	2	3	3	9	7
Vermilion	125	130	21	33	9	11	3	12	10
Wabash	5	5	1	1	1	1	1	1	6
Warren	34	42	2	32	4	2	6	2	1
Washington	14	21	2	5	5	8	1	4	1
Wayne	35	38	8	5	5	1	3	4	1
White	45	53	5	5	5	1	8	1	4
Whiteside	12	13	6	1	1	1	1	1	1
Will	1	135	136	15	18	13	5	1	15
Williamson	1	39	40	15	12	12	16	1	3
Winneshiek	1	14	18	1	2	2	3	1	6
Woodford	1	1	1	1	1	1	1	1	1
Totals	625	6,623	8,328	1,220	2,364	602	46	448	324

* Committed suicide. + Insane. § One insane. \$ By a mob. || Witness.

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STATEMENT XXVIII.—Showing the amounts paid for maintenance for outdoor relief, and the salaries of almshouse-keepers and in the county jails; the amount paid for dieting prisoners; the the amount paid for other jail expenses for one year.

PAPER EXPENSES.

COUNTIES.	For year ending	Mainten-ance of almshouses.	Repairs and Improve-ments	Outdoor relief	Total.
Adams	May 1, 1888	\$6,635 22		\$21,503 51	\$28,138 73
Alexander	Sept. 30, 1887	.....		2,827 12	2,827 12
Bond	Sept. 1, 1887	1,328 73		1,768 86	3,097 59
Boone	Nov. 1, 1888	725 00		3,563 95	4,288 95
Brown	April 1, 1888	1,640 53		315 67	1,956 20
Bureau	Sept. 1, 1887	5,374 29	2,942 83	13,784 71	22,101 83
Calhoun	Sept. 1, 1888	1,421 00		1,580 94	2,971 94
Carroll	Sept. 1, 1887	2,036 17	609 27	2,077 85	4,723 29
Cass	June 1, 1888	183 65	64 37	3,050 87	3,299 89
Champaign	June 1, 1887	2,075 57		5,913 12	7,988 69
Christian	Dec. 1, 1887	1,651 15	746 36	3,509 22	5,906 73
Clark	Sept. 30, 1887	1,663 14		5,577 45	7,240 59
Clay	Dec. 31, 1887	949 46	126 21	3,004 49	4,080 16
Clinton	Sept. 1, 1887	811 20		3,058 45	3,869 65
Coles	Sept. 1, 1887	846 40		9,157 69	10,004 09
Cook	Sept. 30, 1887	137,686 88	16,659 86	178,066 95	322,413 69
Cook Insane Asylum	Sept. 30, 1887	176,667 22	39,147 19		215,214 41
Cook County Hospital	"	219,533 85	14,646 79		234,180 64
Crawford	Dec. 31, 1887	840 30	99 25	1,606 19	2,515 74
Cumberland	Dec. 1, 1887	1,055 00	105 00	1,636 21	2,796 21
De Kalb	Sept. 1, 1887	1,672 61	1,000 00	7,963 19	10,635 83
DeWitt	June 1, 1888	1,278 05	238 26	1,999 94	3,517 15
Douglas	Dec. 31, 1887	817 41		4,221 65	5,039 06
DuPage	Dec. 1, 1887				
Edgar	Dec. 31, 1887	3,295 07	3,554 30	7,234 05	14,083 42
Edwards	Sept. 1, 1887	888 67		559 01	1,447 68
Effingham	Dec. 1, 1887	550 73	76 72	2,790 30	3,417 75
Fayette	Sept. 1, 1887	1,909 45		2,231 97	4,144 42
Ford	July 1, 1888			2,219 15	2,219 15
Franklin	Sept. 1, 1887	1,915 49	5 25	374 07	2,290 81
Fulton	Sept. 30, 1887	5,600 00		12,679 03	18,259 03
Gallatin	"	1,444 71		451 00	1,915 71
Greene	Sept. 1, 1887	1,541 50	1,392 86	4,685 90	7,620 26
Grundy	"	3,125 00	402 76	7,582 50	11,170 26
Hamilton	"	1,128 60	110 81	1,451 86	2,699 27
Hancock	April 1, 1888	2,925 25		2,708 19	5,633 44
Hardin	June 30, 1887	218 66		299 90	548 56
Henderson	Nov. 30, 1887	* 1,779 25		1,551 20	3,330 45
Henn	April 1, 1888	8,190 79		10,789 48	18,980 27
Houghson	Sept. 1, 1887	4,020 21		3,745 95	7,766 16
Jackson	"	1,585 24		4,115 30	5,780 54
Jasper	Sept. 30, 1887	1,592 87	23 70	1,226 68	2,844 05
Jefferson	Sept. 1, 1887	1,750 51		2,573 23	4,343 74
Jersey	April 1, 1888	2,309 31	366 00	3,243 20	5,918 54
John Davies	Mar. 1, 1888	4,260 28		1,498 00	5,758 28
Johnson	June 1, 1888	801 81	200 00	698 99	1,700 80
Kane	Mar. 31, 1888	19,117 91	18,405 31	17,742 41	46,255 66
Kankakee	Sept. 1, 1888			3,745 38	3,745 38
Kendall	April 1, 1888			70 34	70 34
Knox	Sept. 1, 1887	10,275 05		3,064 84	13,739 89
Lake	July 1, 1888	6,891 99		4,062 58	10,956 77
LaSalle	Sept. 1, 1887	16,624 58	180 75	18,686 29	35,191 62
Lawrence	"	1,472 22		1,781 60	3,233 82
Lee	July 1, 1888	4,711 51		6,105 31	10,876 91
Livingston	Feb. 1, 1888	3,415 98		6,661 13	10,077 11
Logan	Sept. 1, 1887	1,600 00		4,000 00	5,600 00
MacLean	July 1, 1888	1,275 87		15,678 38	16,954 25
Macompin	Sept. 1, 1887	2,836 19		6,076 53	8,912 72
Madison	"	3,962 19	3,893 30	11,858 72	19,014 21
Marion	"	2,586 66	1,082 76	1,522 78	5,192 20
Marschal	Mar. 1, 1888	2,151 32		1,791 17	3,942 49
Marion	April 1, 1888	2,181 49		6,370 79	8,553 19

and repairs and improvements of almshouses; the amounts paid county physicians; the allowance per day for dieting prisoners amount paid for repairs and improvements of county jails, and

Salary or contract of keeper.	Salary of county physician.	JAIL EXPENSES.				
		Per diem for dieting prisoners.	Dieting prisoners.	Other expenses.	Repairs and improvements.	Total.
\$550 per annum....	\$450 per an.	40 cents ..	\$2,170 92	\$798 77	.....	\$2,969 69
.....	40 " "	1,364 80	91 92	.....	\$63 60	1,520 32
\$250 per annum....	\$90 per an.	60 " "	433 00	351 14	273 05	1,057 19
\$725 per annum for all sent	50 " "	861 60	47 98	.....	.....	909 58
\$600 per annum....	\$70 per an.	75 " "	136 60	19 70	.....	156 30
\$900 per annum....	\$60 per an.	50 " "	718 50	93 96	.....	812 46
\$1.75 per week for each inmate	\$95 per an.	57 " "	81 00	25 11	.....	106 11
\$600 per annum....	\$80 per an.	50 " "	602 30	236 74	16 45	855 49
\$2.50 per wk. per in.	\$150 per an.	50 " "	515 00	176 40	.....	691 40
\$400 per annum....	\$100 per an.	33 ¹ / ₃ " "	739 32	547 23	75 00	1,361 55
\$700 per annum....	\$95 per an.	50 " "	2,344 87	102 45	312 11	3,119 43
\$1.50 per wk. per in.	50 " "	1,141 95	771 62	.....	.....	1,912 67
\$1.20 per wk. per in.	50 " "	78 00	47 08	.....	.....	125 08
\$1 per wk. per in.	\$250 per an.	60 " "	356 60	168 60	.....	525 20
70c per wk. per in.	\$150 per an.	50 " "	418 30	159 35	179 55	767 20
\$1,800 per annum....	\$2,000 per annum ..	22 ¹ / ₂ " "	25,260 00	132,787 70	2,181 34	160,229 04
\$2,000 per annum....	.....	.....	.....	.....	.....	.....
\$2,000 per annum....	.....	.....	.....	.....	.....	.....
\$1 per wk. per in.	\$60 per an.	60 " "	190 30	31 90	.....	222 20
\$1.25 per wk. per in.	60 " "	476 25	203 30	.....	.....	679 55
\$900 per annum....	\$60 per an.	45 " "	707 10	801 63	.....	1,508 3
\$600 per annum....	50 " "	473 66	162 09	.....	.....	595 75
\$600 per annum....	\$50 per an.	50 " "	1,350 60	368 63	.....	1,719 33
.....	50 " "	783 24	654 17	25 00	.....	1,462 41
\$1,200 per annum....	65 " "	640 90	462 60	.....	.....	1,103 50
\$600 per annum....	60 " "	216 00	35 28	.....	.....	251 38
\$1.50 per wk. per in.	\$140 per an.	50 " "	194 00	97 51	633 04	925 15
\$360 per annum....	\$200 per an.	50 " "	652 00	443 67	.....	1,095 67
.....	50 " "	249 00	133 67	.....	.....	382 67
\$1.75 per wk. per in.	50 " "	484 10	76 35	.....	.....	560 45
\$700 per annum....	\$150 per an.	50 " "	1,291 00	573 67	310 51	2,174 18
\$1.49 per wk. per in.	\$77.50 per annum ..	60 " "	1,000 00	375 00	.....	1,375 00
\$2 per wk. per in.	60 " "	259 57	183 33	.....	.....	442 90
\$1.80 per wk. per in.	\$80 per an.	45 " "	762 50	165 76	.....	928 26
\$1.06 per wk. per in.	\$100 per an.	50 " "	385 21	100 00	.....	485 21
\$600 per annum....	50 " "	303 70	193 78	106 75	.....	604 23
\$2.25 per week....	50 " "	389 99	253 17	.....	.....	643 16
\$700 per annum....	Salary ..	.....	.....	.....	.....	.....
\$1,200 per annum....	\$125 per an.	50 cents ..	544 75	121 72	330 57	997 04
\$900 per annum....	\$300 per an.	30 " "	274 80	51 60	.....	326 40
\$600 per annum....	\$230 per an.	50 " "	1,009 35	.....	.....	1,009 35
\$1.50 per week....	60 " "	872 20	94 95	.....	.....	967 15
\$1 per week....	\$250 per an.	50 " "	522 50	114 35	.....	636 85
90c per week....	\$150 per an.	40 " "	411 10	79 55	121 05	614 70
\$600 per annum....	\$160 per an.	50 " "	1,161 30	497 54	81 70	1,740 54
\$1.12½ per week....	40 " "	1,069 50	118 90	5,000 00	.....	6,188 10
\$912.50 per annum....	\$240 per an.	50 " "	3,416 00	117 00	.....	3,533 00
.....	\$80 per an.	50 " "	1,675 71	39 87	200 60	1,916 18
.....	60 " "	80 70	55 00	14 00	.....	149 70
\$800 per annum....	\$250 per an.	35 " "	1,581 00	941 58	582 27	3,104 85
\$800 per annum....	\$100 per an.	50 " "	609 25	187 84	.....	797 09
\$1,000 per annum....	\$600 per an.	50 " "	4,034 50	842 51	120 00	4,997 01
91c per week....	\$75 per an.	50 " "	357 50	193 80	.....	551 30
\$1,000 per annum....	\$225 per an.	40 " "	1,352 40	560 29	199 37	2,112 06
\$600 per annum....	\$250 per an.	50 " "	594 50	62 09	.....	656 59
\$800 per annum....	\$150 per an.	50 " "	600 00	400 00	.....	1,000 00
\$1,000 per annum....	\$500 per an.	35 " "	2,201 88	663 35	1,443 56	4,008 79
\$600 per annum....	\$145 per an.	50 " "	1,311 65	968 74	.....	2,283 39
\$1.05 per week....	\$330 per an.	35 " "	1,490 90	310 17	813 37	2,614 44
\$500 per annum....	\$150 per an.	40 " "	1,860 52	175 31	.....	2,035 83
\$550 per annum....	50 " "	213 00	127 35	398 05	.....	739 00
\$800 per annum....	\$150 per an.	50 " "	455 47	46 38	50 60	552 45

Statement XXVIII

PACIFIC EXPENSES.

COUNTIES.	For year ending.	Mainten- ance of almshouses.	Repairs and improve- ments.	Outdoor relief.	Total.
Massac.....	Nov. 30, 1887	793 56	.....	1,382 21	2,175 77
McDonough.....	April 1, 1888	2,712 58	815 21	5,884 56	9,412 35
Mclennry.....	Mar. 31, 1888	.....	.....	4,126 18	4,276 48
McLean.....	Mar. 1, 1888	6,720 21	5,917 73	8,235 71	20,883 91
Menard.....	June 1, 1888	1,313 22	.....	1,477 39	5,190 61
Merer.....	Dec. 1, 1887	105 92	150 00	3,496 26	4,114 28
Metroe.....	Sept. 1, 1887	1,318 25	.....	475 89	1,874 12
Montgomery.....	Dec. 1, 1887	1,752 97	260 01	2,431 28	4,444 29
Morgan.....	.....	5,886 16	25 24	5,046 30	11,187 80
Montville.....	May 31, 1887	1,991 77	32 85	5,783 05	7,567 67
Ogle.....	June 1, 1887	4,328 78	.....	1,482 91	5,811 72
Pearl.....	Sept. 12, 1887	13,954 88	.....	36,689 10	50,643 98
Perr.....	Sept. 1, 1887	1,575 43	.....	945 51	2,510 94
Pratt.....	Sept. 30, 1887	1,854 93	.....	3,207 53	5,092 46
Pike.....	April 1, 1888	3,058 34	3,196 18	4,710 73	10,941 55
Pope.....	.....	592 20	.....	924 05	1,516 55
Pulaski.....	Sept. 1, 1887	727 94	.....	.....	727 94
Putnam.....	.....	682 52	.....	1,965 40	2,617 92
Randolph.....	Sept. 11, 1887	2,470 38	.....	1,889 63	4,360 01
Riedland.....	Sept. 1, 1887	885 45	.....	2,292 71	3,188 16
Rock Island.....	.....	7,574 94	1,620 68	15,392 88	24,588 50
Saline.....	Dec. 1, 1887	1,838 59	.....	1,389 61	3,198 20
Sangamon.....	April 1, 1888	7,122 39	1,307 77	19,660 69	28,160 85
Schauder.....	May 31, 1888	3,586 36	78 65	1,873 97	5,568 99
Scott.....	Nov. 30, 1887	714 89	23 00	661 73	1,332 02
Shelby.....	June 1, 1888	2,553 93	2,111 38	4,989 70	9,655 01
Stark.....	Dec. 1, 1887	1,066 02	7,901 82	1,025 89	9,993 73
St. Clair.....	May 1, 1888	10,906 74	.....	8,385 50	19,292 24
Stephenson.....	Sept. 1, 1887	3,722 95	.....	1,916 48	5,639 45
Tazewell.....	April 1, 1888	6,896 72	.....	6,771 54	13,668 26
Union.....	Dec. 31, 1887	514 39	.....	971 59	1,488 98
Vermilion.....	Aug. 31, 1887	2,559 15	.....	20,042 67	22,601 82
Wabash.....	Sept. 30, 1887	518 40	.....	2,392 49	2,910 59
Warren.....	Sept. 1, 1887	3,511 12	.....	6,070 22	9,581 64
Washington.....	.....	1,291 05	.....	3,091 75	4,385 80
Wayne.....	Dec. 1, 1887	1,071 27	.....	2,785 60	3,841 87
White.....	Sept. 1, 1887	87 23	.....	5,033 05	5,120 30
Whiteside.....	April 1, 1888	4,077 43	.....	5,784 99	9,862 42
Will.....	Sept. 30, 1887	4,062 03	1,063 29	1,225 78	6,351 10
Williamson.....	Dec. 1, 1887	1,436 26	.....	1,212 52	2,678 78
Winnebago.....	April 1, 1888	1,887 39	.....	7,371 11	9,258 50
Woodford.....	Mar. 1, 1888	3,889 68	275 30	4,165 94	8,230 92
Total.....	.....	.....	\$13,767 18	\$131,268 96	\$679,139 78
					\$1,024,175 92

—Continued.

Salary or con- tract of keeper.	Salary of county physician.	JAIL EXPENSES.				Total.
		Per diem for dieting prisoners.	Dieting prisoners.	Other expenses.	Repairs and improve- ments.	
\$1 per week.....	50 " ..	537 75	68 15			805 90
\$1,000 per annum.....	\$75 per an. 65 "	750 40	649 04	153 78		1,553 23
\$1,050 per annum.....	\$2.30 per visit	50 " ..	408 00	410 00	12,500 00	13,318 00
\$1,000 per annum.....	\$400 per an. 40 "	3,066 90	2,603 14	2,738 32		8,408 66
\$1.40 per week.....	50 " ..	191 50	132 07			323 57
\$800 per annum.....	50 " ..	481 50	218 42	52 17		752 10
\$216 per annum.....	\$250 per an. 60 "	277 45	141 85	400 00		819 30
\$600 per annum.....	\$225 per an. 50 "	770 60	78 99			849 59
\$700 per annum.....	\$200 per an. 50 "	2,291 10	1,052 56	350 00		3,693 66
\$800 per annum.....	\$180 per an. 60 "	467 45	25 02			492 47
\$1,200 per annum.....	\$150 per an. 50 "	1,168 54	180 13	273 48		1,622 15
\$1,000 per annum.....	\$1,500 per annum	50 " ..	2,821 00	402 70		3,226 70
\$250 per annum.....	\$114 per an. 50 "	1,234 35	311 95			1,516 30
\$600 per annum.....	\$65 per an. 60 "	493 20	525 40	141 75		1,160 35
\$800 per annum.....	\$100 per an. 35 ½ "	1,177 88	63 38			1,241 26
\$1.74 per week.....	50 " ..	321 45				324 45
\$1.34 per week.....	\$100 per an. 40 "	372 30				372 30
\$2.50 per week.....	65 " ..	132 45	131 43	116 84		380 72
\$350 per annum.....	\$125 per an. 45 "	1,044 46	337 61			1,382 07
\$250 per annum.....	\$230 per an. 60 "	464 60	126 65			591 25
\$1,700 per annum.....	\$80 per an. 50 "	2,596 50	326 76	167 86		3,091 12
\$1.73 per week.....	80 " ..	910 05	106 90			1,016 95
\$600 per annum.....	\$400 per an. 30 "	5,375 93	6,520 71			11,896 64
\$750 per annum.....	\$60 per an. 50 "	208 15	116 59	175 17		499 91
98c per week.....	\$75 per an. 75 "	447 85	118 94			566 79
\$500 per annum.....	\$75 per an. 65 "	1,609 40	263 80			1,873 20
\$600 per annum.....	65 " ..	117 25	32 65			149 90
\$420 per annum.....	\$365 per an. 50 "	3,423 66	596 31			4,019 97
\$800 per annum.....	\$150 per an. 62 ½ "	1,946 71	1,743 70			3,630 41
\$1,500 per annum.....	\$250 per an. 60 "	1,113 10	119 62	31 05		1,263 77
\$258 per annum.....	40 " ..	257 20	77 40			334 70
\$650 per annum.....	\$600 per an. 40 "	1,573 60	631 15			2,244 75
\$1 per week.....	\$130 per an. 70 "	262 00	3 35	2,500 00		2,665 35
\$650 per annum.....	\$80 per an. 50 "	1,077 50	894 32			1,971 82
\$1.25 per week.....	\$150 per an. 60 "	505 20	50			505 70
\$600 per annum.....	\$160 per an. 75 "	680 00	115 96			795 96
\$1 per week.....	\$100 per an. 65 "	1,082 40	89 00	21 00		1,195 40
\$750 per annum.....	\$175 per an. 45 "	1,170 70	399 64	133 56		1,703 90
\$750 per annum.....	\$200 per an. 40 "	1,320 86	379 10	23 80		1,723 76
\$1 per week.....	75 " ..	477 37	26 20			503 57
\$1,000 per annum.....	\$240 per an. 50 "	658 50	106 17	172 75		937 42
\$600 per annum.....	\$275 per an. 65 "	373 60	294 73	107 74		776 07
		\$121,560 97	\$168,992 45	\$33,598 01		\$324,151 43

* And jail.

† By towns.

APPENDIX II.

OPINION OF THE SUPREME COURT OF ILLINOIS,
 IN THE CASE OF THE COUNTY OF COOK VS. THE
 CHICAGO INDUSTRIAL SCHOOL FOR GIRLS.

MAGRUDER, J.

Under the provisions of the act of May 28, 1879, entitled "An Act to aid industrial schools for girls," and of the act to amend sections 3, 5 and 9 thereof passed on June 26, 1885, female infants to the number of about 189 were brought before the county court of Cook county at various times between April 1, 1886, and June 4, 1887, on charges of being dependent girls.

The case of each girl was submitted to a jury, who found the facts set forth in the petition to be true, and the court thereupon entered an order in the case of each of such girls, that she "be committed to the industrial school for girls at Chicago in said county *to be in such school kept and maintained* until she arrives at the age of eighteen years, unless sooner discharged therefrom according to law." These orders were executed and the commitments were made in such a manner as will hereafter appear. During the same period various certificates were issued by the judge of said county court, certifying that certain bills for clothing alleged to have been furnished by the Chicago industrial school for girls to the dependent girls so committed, were proper, and directing and authorizing the county treasurer of said county to pay the same.

This is an action of assumpsit commenced in the circuit court of Cook county on June 4, 1887, by the Chicago industrial school for girls against the county of Cook for the clothing so furnished to the said girls; and for their "tuition, maintenance and care" during the period aforesaid at the rate of \$10 per month for each girl. The declaration contains only the common counts. The plea

is the general issue with a stipulation "that the defendant may set up any defense under the plea of the general issue * * * and put in any evidence it might under any and all special pleas well pleaded, including that of *nul liel corporation*."

The copy of the account sued upon shows that for the year from April 1, 1886, to April 1, 1887, there is claimed to be due for tuition, etc., \$15,664.24, and for clothing \$2,345, making a total of \$18,009.24, which, being reduced by a credit of \$2,109.16, leaves \$15,900.08 as the amount alleged to be due on April 1, 1887. Other bills were offered in evidence for "tuition, maintenance and care" for the period from April 1, 1887, to June 3, 1887, inclusive, making "the total of all bills for tuition, maintenance and clothing" \$19,583. A jury was waived by agreement, and the cause was tried before one of the judges of the circuit court, who rendered judgment in favor of the plaintiff for \$19,583, from which this appeal is prosecuted.

The board of commissioners of Cook county declined to pay these bills when presented, on the ground that they were forbidden to do so by section 3 of article 8 of the constitution of this state, which reads as follows:

"Neither the general assembly nor any county, city, town, township, school district, or other public corporation shall ever make any appropriation or pay from any public fund whatever anything in aid of any church or sectarian purpose, or to help support or sustain any school, academy, seminary, college, university or other literary or scientific institution controlled by any church or sectarian denomination whatever; nor shall any grant or donation of land, money or other personal property ever be made by the state or any such public corporation to any church or for any sectarian purpose."

It is claimed on the part of the county of Cook, the appellant herein, that the appellee, the Chicago Industrial School for Girls, never had any existence except on paper; that it never owned or leased any building or conducted any such school as was contemplated by its charter, and by the act of May 28, 1879; that the corporation known as the "Chicago Industrial School for Girls" was a mere tender to two institutions called respectfully the House of the Good Shepherd and the St. Joseph's Orphan Asylum; that all the commitments nominally made to appellee were, as matter of fact, made to these institutions; that appellee never furnished any of the clothing, nor performed any of the services for which suit is brought, but that the girls, under the warrants for their commitment, were placed at once under the charge and care of these two institutions, and were taught, maintained and clothed by them alone; that they alone have received all the money heretofore paid nominally to appellee by the county of Cook, and that they alone are to receive all the money that may be recovered in this suit; that the name of the appellee is in other words nothing more than another name for these two institutions; that the House

of the Good Shepherd and the St. Joseph's Orphan Asylum are Roman Catholic schools, under the control of the Roman Catholic church; that by paying the bills sued for the county will be paying money out of the public funds in aid of a church or sectarian purpose, and to help support and sustain schools controlled by a church or sectarian denomination.

Upon the trial in the court below, a stipulation was made between counsel as to some of the facts, and testimony was also introduced, on the one side to sustain, and on the other to controvert, the claim thus made by the county.

As bearing upon the questions suggested by the evidence, the defendant below submitted to the trial judge certain written propositions of law as provided for by section 41 of the practice act. His refusal to hold as law the propositions so submitted, and also his refusal to admit certain testimony offered by the defendant, are assigned as errors.

The first question to be passed upon is whether or not the payment of the bills by the appellant will be a violation of the provision of the constitution above quoted. The refused propositions hold the affirmative of this question, and in order to determine whether they are erroneous or not, it will be necessary to see what the evidence upon which they are based tends to prove.

First. Are the House of the Good Shepherd and the St. Joseph's Orphan Asylum schools controlled by a church or sectarian denomination, or do they have in view and exist for the accomplishment of sectarian purposes?

Upon this subject counsel for appellee, in their brief, use the following language: "The stipulation which has been referred to shows * * * that the House of the Good Shepherd is an incorporated body under the special act of March 7, 1867, and owns the land on which its building stands; that St. Joseph's Orphan Asylum is also incorporated; that *those institutions are respectively under the control of orders of sisters of the Roman Catholic church.*"

The record of the incorporation of the orphan asylum appears to have been lost. The charter of the House of the Good Shepherd, approved March 7, 1867, after reciting that the sisters of the Good Shepherd in Chicago "are members of an order, the object of which is to reform abandoned women," etc., enacts that Adeline Noreau (known as Sister Mary of the Nativity), superior; Mary Kavanagh (known as Sister Mary of St. Philomene), assistant; Catherine Riordan (known as Sister Mary of St. Joseph), counsellor; and Clara Nonenkamp (known as Sister Mary of the Visitation), counsellor; and their successors, etc., are constituted a body corporate by the name of "the House of the Good Shepherd," and by that name shall have the right to carry on an institution at Chicago for the reformation of abandoned women; "to take such laws, rules and regulations as may be necessary for the proper order, conduct and control of said house * * * to keep a school or academy

or engage in any other lawful * * * business for the purpose of maintaining "said house." The stipulation of counsel, which sets forth the admitted facts, contains the following recitals:

"That the House of the Good Shepherd has been maintained since its organization, and is now, for the purposes of its incorporation, as defined by the act aforesaid. That the sisters of the Good Shepherd named in said act of March 7, 1867, and their successors in office belong to one of the several orders of the Roman Catholic church under the general denomination of nuns.

"That upon their admission to said order they assume certain vows, by which they are pledged to belief in the tenets and doctrines of the Roman Catholic church, to the absolute exclusion of all other religious creeds, and also to yield implicit obedience to the mandates of the superior authorities of said order.

That the management and control of said St. Joseph's Orphan Asylum is vested in another order of said church, known as the sisters of charity, whose relations to said church are similar to those of the sisters of the Good Shepherd, and that since its organization, said institution has been used for the purpose of its incorporation, viz: as an asylum for orphans.

That both of said institutions are in the possession of and under the absolute control and management of said two orders, respectively."

MURRY NELSON, a witness for the defendant, testifies that he was a member of the board of commissioners of Cook county from December, 1886, to December, 1887, and was chairman of the finance committee, and that he spent a day in the house of the good shepherd. He says: "There is no secret about the religious or sectarian character of the house of the good shepherd. The institution is a Roman Catholic institution on the face of it. * * * Everything indicated that it was a Roman Catholic institution. All the paraphernalia of the church, pictures, graven images, candles, crucifixes, crosses—were met at every quarter, in every passageway, in the school-room, on the desks, on the walls, everywhere."

FREDERICK H. WINES, another witness for the defendant, testifies that he is secretary of the state board of public charities and, as such, visited the two institutions in question, and that he was in both of them "long enough to go over them." He says, "Mary Cleary and Johanna Williams unquestionably had the charge or management of the House of the Good Shepherd. The lady who took me around was the lady superior, who was in command of everything and everybody in the place, and respected as such. Everybody rose when she came into the room. * * * Mary Cleary was the superior, and Johanna Williams—it seems to me it is Sister Mary of the Nativity they call it. Did you ascertain anything upon your visits there as to whether or not the institution known as the House of the Good Shepherd was controlled by

any church or sect? It is controlled by a religious order of the church. Of what church? The Roman Catholic church."

THOMAS BRENNAN, a witness for the plaintiff, testifies as follows:

"What, if any, particular creed is taught in the House of the Good Shepherd? Catholic. * * * I am asking you * * * whether or not all the inmates are instructed in the Roman Catholic creed? No, there are some not instructed at all, because they do not oblige those that are not of their faith to receive instructions of that kind nor require them to."

From the testimony of this witness it appears that the only creed taught is the Catholic creed.

Those who may not be obliged to receive instruction in the Catholic faith are not instructed in any faith. No provision is made for instruction in such creeds, other than the Catholic, as may be preferred by any of the inmates.

It is admitted that the "Chicago Industrial School for Girls carries on all its operations through these institutions." The record shows the order of exercises, which children of a certain class, who have been committed to the industrial school but are taught and cared for in the House of the Good Shepherd and the St. Joseph's Orphan Asylum, are required to observe on each day.

Among these exercises, in the morning, are: "Morning prayers, 5:30 to 6:00; chapel exercises, 6:00 to 6:45; school, 8:00 to 12:00;" and in the evening: "Night prayers, 8:20 to 8:40." As no other than the Roman Catholic religion is taught, the prayers and chapel exercises here referred to must be those prescribed by the Catholic church.

That the institutions now under consideration conduct *schools* for the instruction of the children committed to their care is not only apparent from what has been said and from other circumstances disclosed by the evidence, but also from the very nature of the services for which this suit is brought.

Nearly all of the money claimed to be due is for *tuition*, care and maintenance. The work of tuition was all performed by these institutions, as will be seen hereafter. The meaning of the word "tuition," as here used, is "instruction," or "the act or business of teaching the various branches of learning."

It follows, from the foregoing statement of the evidence, that the House of the Good Shepherd and the St. Joseph's Orphan Asylum "are schools controlled by a church." Being such, they are necessarily sectarian in their character and their objects. One of the definitions given by Webster, of sectarianism, is "adherence to a separate religious denomination."

In *State of Nevada v. Hallock*, 15 Nev., 373, it was held that the Nevada Orphan Asylum was a sectarian institution, and that the payment of a claim made by it against the state would be a violation of the following provision in the state constitution: "No

public funds of any kind or character—state, county or municipal—shall be used for sectarian purposes.” The facts in that case will be found, on examination, to be similar to the facts in the case at bar. The court there use the following language: “It is admitted * * * that the St. Mary’s school is a part or branch of the Nevada Orphan Asylum; that it is controlled exclusively by officers of the latter, who are sisters of charity, members of the Roman Catholic church, and who cannot become sisters unless they are members of that church. The petitioner is a branch of the ‘mother house’ at Emmetsburg, Maryland, and has to report to it” (then follows a review of the testimony). From all the preceding facts, it seems to us * * * that the Nevada Orphan Asylum is a sectarian institution. * * * A religious sect is a body or number of persons united in tenets, but constituting a distinct organization or party by holding sentiments or doctrines different from those of other sects or people. In the sense intended in the constitution, every body of that character is sectarian, and all members thereof are sectarians. * * * counsel * * * lay great stress upon what are claimed to be the facts; that is to say, that Protestant children are taught only those things which are common to all Christian people, and that only the children of Catholic parents are taught the principles of the Catholic church. In the first place, the facts are not so; and in the second place, *if they were, the instruction given to the Catholic children would stamp the institution as sectarian.* The facts are, that all exercises of a religious nature are of one kind, exercises appertaining to the Catholic church, and they are regular, and form as much a part of the daily routine as does the study of geography or arithmetic. * * * It does not matter that Catholic parents desire their children taught the Catholic doctrine, or that Protestants desire theirs to be instructed in Protestantism. * * * *It is what is taught, not who are instructed,* that must determine the question.

“If the instruction is of a sectarian character, the school is sectarian. * * * It was intended *that public funds should not be used directly or indirectly* for the building up of any sect. And any instruction or exercises which, in common schools, would be of sectarian character, are so at the St. Mary’s school.”

In this connection it may be proper to notice one of the errors assigned on the ground of the exclusion of evidence. Defendant, for the purpose of showing that the Chicago Industrial School itself was controlled by the Catholic church, offered to prove that one of the judges of the superior court of Cook county went to the House of the Good Shepherd and was refused admittance, and was told that “if he wished to be admitted, he must get a permit from the Roman Catholic bishop or some gentleman member of the Catholic church in good standing.”

As we understand the record, counsel for plaintiff below admitted the truth of the statement, that the occurrence which it was thus proposed to prove, actually took place, but objected to it as “imma-

terial." The objection was sustained, and defendant excepted. We think this ruling was erroneous. It is admitted that the Chicago Industrial School, if it had any existence at all, except on paper, was carried on in the buildings and upon the premises of the two institutions already named. The amendatory act of June 26, 1885, provides that the petition to inquire into the dependency of a female infant may be presented to the county court "*or any court of record of said county.*"

Therefore, a judge of the superior court had the power under the law to commit dependent girls to this industrial school, when proper application should be made to his court. Moreover, section 6 of the act of May 28, 1879, provides that a duplicate copy of the warrant, under which such girl is committed, and of the endorsements thereon, including the matron's receipt for the girl committed, shall be "recorded by her in a book kept for the purpose, and said book shall *always be open for the inspection of any person.*" Hence, the refusal to admit a judge of the superior court into the place where the industrial school was alleged to be carried on, and where the book containing copies of the warrants of commitment to it were required to be kept, unless he should first obtain a permit from a bishop or member of the Catholic church, was a strong circumstance tending to show that the school in question was controlled by a church.

Second—Will the payment of the bills sued for "help support or sustain" the house of the good shepherd and the St. Joseph's orphan asylum, or be in aid of their sectarian purposes? In other words, is the Chicago Industrial School for Girls merely another name for these two institutions?

The Chicago Industrial School for Girls was incorporated in November, 1885, under the act entitled "An act concerning corporations," approved April 17, 1872; and, on November 24, 1885, obtained the written consent of the governor to avail itself of the provisions of the above mentioned act of May 28, 1879, and of the amendments thereto. By the third section of its charter, its management was vested in a board of nine directors, to be elected annually, and, by the fourth section, the following persons were selected as directors for the first year: Mary Cleary, Johanna Williams, Mary Kavanagh, Margaret Cantwell, Anna Joice, Mary Morrisey, Johanna Brennan, Addie Williams, and Mary D. Jones.

These same persons are also named in the charter as incorporators.

By the stipulation aforesaid, which is dated January 30, 1888, it is admitted that Mary Cleary, Johanna Williams, Mary Kavanagh, Margaret Cantwell, Anna Joice, Mary Morrisey, and Johanna Brennan "were, before and on the 25th day of November, 1885, and are now, members of said order of the sisters of the Good Shepherd, and that, as members of such order, they perform certain duties in the matter of the care and custody of the inmates of the said House of the Good Shepherd in discipline, and in moral, *religious* and manual *training*." Addie Williams and Mary D. Jones were com-

municants of the Roman Catholic church, but not connected with either of the orders mentioned. By an amendment of the by-laws passed on November 28, 1886, it was provided that the incorporate members should remain directors for life.

It thus appears that, of the nine persons who were directors and incorporators of the Chicago Industrial School for Girls, seven were officers and managers of the House of the Good Shepherd, and continued so to be thereafter. At a meeting of the charter members of the Chicago Industrial School for Girls, held on November 28, 1885, at which the archbishop of the Roman Catholic church was elected chairman, and stated the object of the meeting to be "the election of officers in order to perfect the organization," Mary Cleary was elected president, Anna Joice vice-president, Johanna Williams recording secretary, and Mary Kavanagh treasurer. Mary Cleary was the mother superior of the House of the Good Shepherd, Johanna Williams its matron and secretary, Anna Joice and Mary Kavanagh among its subordinate officers, and the latter one of its original incorporators in 1867.

It thus appears that the officers of the House of the Good Shepherd were made officers of the Chicago Industrial School for Girls.

The meeting of November 28, 1885, at which the officers of the industrial school were elected, was held in the parlors of the House of the Good Shepherd, in the presence of its representatives and of representatives from St. Joseph's Orphan Asylum. The witness, Thomas Brennau, who was also present at the meeting, testifies:

"There was a general conversation then as regards the organization of an industrial school for girls, and it was discussed in various ways and manners how it should be conducted, but for the time being, it was decided that the House of the Good Shepherd and the Orphan Asylum should receive those girls from the industrial school for girls, and take care of them until such time as a proper building was erected." Nothing further was done or said in relation to the erection of a building until May 28, 1881, a few days before this suit was begun and after the county had refused to pay some of the bills presented, when a motion was made and seconded, at a meeting of the directors, for the selection of a building "for the domiciling of the children of the school." The meeting adjourned "with the understanding that the members should meet at an early day to perfect plans to collect money for the erection of a future home for the children of the school."

As a matter of fact, however, up to the date of the commencement of this suit, the Chicago Industrial School for Girls has neither owned nor leased, nor contracted for a building; nor has it owned or acquired any property of any kind.

Brennan further says: "The idea I got from the conversation then was, that those children, when committed by the court, were to be sent to those institutions, and they were to receive and take care of them for the industrial school. * * * *The industrial school girls are divided between the House of the Good Shepherd and the*

St. Joseph's Orphan Asylum; do not know how they are classified, or whether there is any distinction made between them; very little distinction is made in taking care of the Chicago Industrial School children and the others. The treatment they receive is about the same. There are about 350 inmates of the House of the Good Shepherd; there are some who are called abandoned and others who are not; they have separate play-grounds and separate class-rooms.

"Do I understand you to say that the inmates of the House of the Good Shepherd, proper, are kept separate from the Chicago Industrial School children? No, sir; he did not ask me that question. The children are classified, *each class may contain children of both institutions.*"

The following is another portion of Brennan's evidence: "Where is the Chicago Industrial School for Girls, and where does the president reside? The children are kept in the House of the Good Shepherd. Where is the Chicago Industrial School for Girls? I answered that by telling you where they are kept. You say that you kept the children in the House of the Good Shepherd and the St. Joseph's Orphan Asylum? Yes, sir. I am now asking you *where the Chicago Industrial School for Girls is?* I suppose as far that is concerned, *it is there in those two institutions.* Anywhere else that you know of? Not that I know of. Then the president of the Chicago Industrial School presides over its destinies at the House of the Good Shepherd? Yes, sir. * * * She was connected with the House of the Good Shepherd prior to the organization of the industrial school. * * * She had general management of the House of the Good Shepherd. What are her duties there now? I think about the same. You are acquainted with the recording secretary of the Chicago Industrial School for Girls, are you not? Yes, sir. * * * She was associated with the other sisters in the management of the House of the Good Shepherd prior to the organization of the Chicago Industrial School. I think she was in charge of certain classes. What is the nature of her duties there now? I think about the same."

The witness Nelson says: "I deemed it necessary to find the industrial school, and went on a mission in that direction, first being told that it was at the House of the Good Shepherd and the St. Joseph's Orphan Asylum. I went to the House of the Good Shepherd, and spent a day looking for the industrial school, and, *finding no such school there*, I objected to the payment of the bills. * * * I am clear in my recollection of the fact that *I failed to find the industrial school.* * * * I made a great many inquiries of the officers and the persons in charge of the House of the Good Shepherd, as regards the industrial school. I found nothing to indicate which were the children of the industrial school. They were *mixed with the children of the House of the Good Shepherd* in different departments."

The witness Wines says: "The mother superior volunteered the remark that none of the children committed by the county court

were in the department of Magdalens; all the other inmates were in the other two departments, and *I do not think there was any distinction made.* I saw nothing that indicated it."

Between December 11, 1885, and April 1, 1886, the sum of \$2,604.34 was claimed to be due to the Chicago Industrial School for Girls from the county of Cook, for tuition, etc., and clothing, which are admitted, on the face of the bills, to have been furnished entirely by the two Catholic institutions. The county paid the amount in the spring and summer of 1886. Johanna Williams acknowledged its receipt. \$290 were paid for attorney's fees. Of the remaining \$2,314.34, \$1,035.36 were paid to the St. Joseph's Orphan Asylum, and \$1,278.98 to the House of the Good Shepherd.

In the record of the proceedings of the Chicago Industrial School for Girls, the secretary sets forth itemized bills of amounts claimed to be due on account of tuition, clothing, etc., of girls committed to the schools for the quarterly periods succeeding April 1, 1886. As to amount due on July 1, 1886, the entry is as follows:

"The bill which amounts to \$3,449.64 is to be divided as follows:	
Srs. of St. Joseph.....	\$1,757 33
Srs. of Good Shepherd.....	1,692 31
Total.....	<u>\$3,449 64"</u>

All the other bills are made out in the same way. The total of the amounts to be paid out of each bill to the House of the Good Shepherd and the St. Joseph's Orphan Asylum, and the attorney who looks after the commitments, equals, in every case, the amount of the bill presented to the county. The industrial school, as such, gets nothing.

In the stipulation of counsel as to facts, it is admitted "that said moneys so received by the House of the Good Shepherd and St. Joseph's Orphan Asylum (the \$2,314.34 above named) were by such institutions respectively mingled with and used with other funds belonging to them, and under the directions of the managing officers or persons in control thereof."

In the stipulation, it is furthermore admitted that the girls committed by the county court, from April 1, 1886, to June 4, 1887, and for whose tuition and clothing this suit is brought, "were, for the times, charged respectively, in either the building belonging to the House of the Good Shepherd, or that belonging to St. Joseph's Orphan Asylum, and were supported and clothed by those institutions, of which the moneys paid by the county were a portion, and to which funds the moneys to be recovered in this suit are to be contributed."

It is further admitted that about seventy-three girls, who were committed to the Chicago Industrial School for Girls by the county court, were already in the House of the Good Shepherd and the St. Joseph's Orphan Asylum at the times of such commitments. In

other words, being already inmates of the institutions, they were taken to the county court and adjudged to be dependent girls and at once returned to those institutions, and thereafter the county was charged with \$10 per month for the tuition of each of them, and \$15 or \$20 or \$25 for clothing for each of them.

We so understand the following clause in the stipulation:

"That at the times of committal of the following named girls, that is to say: Katie Boyle,—(and seventy-two others whose names appear in the stipulation), by the county court to the Chicago industrial school, they had been and were under the charge of the House of the Good Shepherd or St. Joseph's Orphan Asylum, having been received into one of those institutions prior to the times of such committal to the Chicago Industrial School for Girls."

It is also shown by the evidence, that nineteen other girls who had been fined by police justices, and sent to the House of the Good Shepherd on account of such fines, were declared dependent by the county court, under the industrial school act, and returned to the House of the Good Shepherd, under the commitments provided for in that act. That is to say, being already in that institution by reason of the fines imposed upon them, they were recommitted to its walls, because adjudged to be dependent girls.

From this review of the evidence, we are forced to the conclusion that the payment by the county, of the money sought to be recovered in this suit, will be payment in support of schools controlled by a church, and in aid of a sectarian purpose. Even if this conclusion be too broadly stated, there is still another view which brings the facts of the case within the terms of section 3. That section forbids any payment "in aid of any church." The two institutions in question are admitted to be under the control of two orders of the Roman Catholic church. As we understand it, these orders are a part of the machinery of that church. Therefore, what is paid to aid them is paid in aid of a church.

The same conclusion follows from an examination of the act of May 28, 1879, and an application of its various provisions to the peculiar circumstances of this case.

The Chicago Industrial School for Girls, as it appears in the record before us, is not such an institution as is entitled to avail itself of those provisions. It has never established, maintained or carried on an industrial school for girls, as contemplated by the first section of that act. It has never provided a home and training school for the girls committed to its charge, as required by the second section. It was not the intention of the act that the duties required of the schools therein mentioned should be performed by other institutions not organized as industrial schools. Its design was that each industrial school should maintain a home of its own, and superintend the training of its own scholars.

The eleventh section is the only one which has reference to the care of any of the girls by outside parties. That section provides

for placing an inmate in the house of a good citizen, or for her adoption by a person of good character, or for binding her to a reputable citizen as an apprentice or a servant, subject to the right of the "officers and trustees" of the school, to see that she is properly treated, and to take her back into their own custody in case of her ill-treatment. The specification in this way of a particular mode for placing the inmates under the control of outside parties, excludes the idea that it was the intention of the act to permit any other mode.

The schools therein named have no power to relinquish the care and guardianship which they are themselves required to exercise, or to intrust to others the instruction which they are themselves required to give. The word "provide," as used in the act, does not mean that the education of the pupils can be surrendered to another corporation, but that the industrial school shall adopt all proper means for accomplishing the object of its organization under the direction of its own officers and upon premises in its own control. This sufficiently appears from the language of the act.

The fourth section provides for the entry of an order by the judge, "that such infant be committed to an industrial school, etc., etc., to be in such school kept and maintained." These words imply that the school must be a place, and must be carried on in a building. It is not sufficient that it have a charter and a formal organization. A person cannot be kept and maintained in a mere corporation which has no situs—no habitation—which is nothing more than a mere corporate entity. The appellee never had a building in which infants could be kept and maintained. They were kept and maintained in the institutions already mentioned.

By the sixth section the warrant shall contain the name of the person designated for that purposes by the judge, to take the dependent girl, "and convey her to the industrial school for girls," etc. In the case at bar the warrants gave directions to convey to the Chicago Industrial School for Girls. There was no such school. The girls were conveyed to the house and the asylum aforesaid. The seventh section provides that "upon receiving the dependent girl, the matron of the school shall indorse upon the warrant, a receipt for the girl named therein. The receipts upon the warrants in this case are signed "Johanna Williams, matron." The proof shows that this lady was the matron and secretary of the House of the Good Shepherd. The records of the proceedings of the Chicago Industrial School for Girls do not show that she was elected to any other position in the latter corporation than that of recording secretary. In the stipulation, however, she is spoken of in another connection as "the recording secretary and matron of the plaintiff."

The eighth section prescribes "the fees for conveying a dependent girl to an industrial school for girls." The ninth makes it the duty of the judge to see that every girl committed "shall, at

the time she is conveyed to the school, be furnished with certain clothing." The fourteenth provides for the same visitation, inspection and supervision by the board of state commissioners of public charities "as the charitable and penal institutions of the state." Such commissioners are required to "inquire and examine into the condition of the buildings, grounds and other property connected therewith." (Hurd's Revised Statutes, 1885, page 200.) All these expressions and others that might be mentioned show the meaning of the law to be, that these industrial schools must be conducted in buildings or on premises in their own possession and under their own control.

The tenth section of the act requires that the officers and trustees of any industrial school for girls in this state "shall receive into such school all girls committed thereto under the provisions of this act, and shall have the exclusive custody, care and guardianship of such girls." Such custody, care and guardianship cannot be exclusive if they are confided to another corporation. In the present case, the girls committed to the Chicago Industrial School for Girls were not only taken to the house and asylum above mentioned, but were mingled with the other inmates of those institutions and placed in the same classes with them, except that the abandoned girls were kept separate from the rest. By the tenth section, also, the officers and trustees of the industrial school, and no other persons, are required to provide for the support and comfort of their inmates, and "to instruct them in such branches of useful knowledge as may be suited," etc., and to prescribe the tasks necessary for "their education and training." These are duties which cannot be delegated under the terms of the act in question. The corporations charged with their performance are supposed to be peculiarly fitted therefor. It is for this reason that only those corporations which obtain the consent of the governor, can avail themselves of the provisions of the act.

Even if the Chicago Industrial School for Girls had the power to make a contract with the two institutions in question for taking care of the dependent girls and furnishing them with a home and with instruction and training, and with necessary clothing, yet there is nothing in the record to show that there was any such contract, either expressed or implied. On the contrary, the Chicago Industrial School for Girls merely stood for these institutions, and was nothing more than another name for them. Its officers were their officers; its premises were their premises; its training was their training. If money was paid to it, such money went to them; if girls were committed to it, such girls were taken to their buildings. If there was a receipt for a girl admitted to it, or for clothing furnished by it, such receipt was signed by their matron. There are in the record about 122 bills for clothing furnished, made out against the county of Cook in the name of the Chicago Industrial School for Girls, each for the articles of clothing mentioned in section 9 of the industrial school act, and each signed by Johanna Williams, matron. Each bears a date later by a month

or more than the date of the commitment therein mentioned. Some of the bills are for \$15 each, some for \$20 each and some for \$25 each. Each has attached to it a certificate of the county judge, certifying that "the above bill of expense for clothing furnished by the Chicago Industrial School for Girls to —, a dependent girl under — years of age, committed to said school, is proper, and the county treasurer of said county is hereby directed and authorized to pay the same." And yet it is admitted in the stipulation above quoted, that the 122 girls, whose names appear in these bills, "were supported and clothed by those institutions," that is to say, by the House of the Good Shepherd and the St. Joseph's Orphan Asylum. It otherwise appears in the record that all the clothing specified in these bills was furnished by those two institutions.

We are, therefore, of the opinion that the trial judge erred in refusing to hold as law the written propositions which maintain that, under the facts of this case, the payment of the money sued for would be a violation of section 3 of article 8 of the constitution.

A constitutional mandate cannot be circumvented by indirect methods. Under our form of government church and state are not and never can be united. The former must pursue its mission without aid from the latter.

It is recorded in the national constitution that "Congress shall make no law respecting an establishment of religion." An eminent law writer says: "Those things which are not lawful under any of the American constitutions may be stated thus: * * * 2. Compulsory support, by taxation or otherwise, of religious instruction. Not only is no one denomination to be favored at the expense of the rest, but all support of religious instruction must be entirely voluntary." (Cooley's Const. Lim., 5th ed., page 580.) The women, whose names are written in this record, are animated by the purest of motives. They are engaged in the best and holiest of all works, that of reforming the wicked and caring for the unfortunate. We agree with counsel for appellee that they do their work faithfully and well. It is so shown by the proofs. But it is none the less true that, by the command of the constitution, no county shall ever * * * pay, from any public fund whatever, anything * * * to help support or sustain any school

* * * controlled by any church." It is not for us to discuss the wisdom or unwisdom of this prohibition. There it is, couched in terms so emphatic that it can not fail to challenge attention. Any scheme, even though being hallowed by the blessing of the church, that surges against the will of the people as crystallized into their organic law, must break in pieces as breaks the foam of the sea against the rock on the shore.

It is objected, however, that this defense set up by the county in the case at bar cannot be made in an action of this kind. The objection is, that the appellee was a corporation *de facto*; that the

dependent girls were committed to it, that, as a result of such commitments, they were taught, cared for and clothed; that a corporate body *de facto* cannot, in the language of counsel, "have its organization questioned collaterally in an action of this character, and that if its organization is defective, or if it fails to comply with its charter requirements, writs of *quo warranto* or *scire facias* may be directed against it to prevent its further action." We do not think the objection is well taken.

The county is required to make payment for the tuition, etc., of dependent girls, "to the industrial schools for girls to which they may be committed." It is not bound to pay an industrial school to which they are not committed. It is not sufficient that the county judge orders them to be committed. They must be actually taken to the school and placed within its building. Has not the county board the right to inquire whether the girls have been committed to such school or not? The board is required to pay \$10 a month for each girl "upon the proper officer rendering proper accounts therefor quarterly." Has not the board the power, in order to determine whether the accounts are "proper" or not, to examine and see whether tuition has been furnished for the number of months mentioned in the accounts? The order of the judge directs that the girl shall be "kept and maintained" in the school until she is eighteen years old "unless sooner discharged," etc. The board can certainly inquire into the condition of affairs to ascertain whether or not the girl has been kept and maintained as ordered by court, and how long she was so kept and maintained before her discharge.

If the board, upon examination, finds that the girls have never been taken to any industrial school for girls, but that they have been taken to and kept and maintained in two institutions that are not industrial schools for girls, and to whose care and keeping, no industrial school for girls has any power to transfer them, then it becomes a serious question whether there is any authority for allowing the accounts rendered and ordering them paid out of the county treasury. The proceeding is statutory, and the statute must be adhered to. The case is not one of ordinary debt due to an ordinary corporation. The statute itself defines the debt to be paid, and who is to pay it, and to whom is it to be paid. But independently of the considerations the defense of the county does not rest altogether upon the want of power in the appellee to turn over the performance of its duties to two sectarian institutions, but upon the want of power in appellant to pay money to those institutions. It is not contended by the county that the organization of appellee was defective; on the contrary, it seems upon the face of the papers to have been organized in strict conformity to the statutory requirements.

The constitution forbids the county to pay. The defense is grounded more upon the constitutional prohibition as controlling the action of the defendant in the suit, than upon such want of

power or abuse of power as affects the position of the plaintiff in the suit. If the views already expressed are correct, a payment of this money by the county will be a violation of the constitution. Will there be any less a violation of the constitution, because hereafter a *quo warranto* proceeding is instituted against appellee resulting in an ouster from all its franchises? Suppose that a corporation organized for a lawful purpose maintains and operates a gambling institution, and brings suit upon a note payable to its own order and given to it for a lawful debt. The maker of the note can not defend, on the ground that the plaintiff is perverting its powers by running a gambling establishment. The matter must be inquired into by the writ of *quo warranto* or *seire facias*. But if the note in question had been given for a gambling debt that fact could be set up as a defense, because the statute makes such a note absolutely void; and the defense would be none the less good because there was also a proper case for *quo warranto* proceeding on account of the abuse or misuse of corporate powers.

So if an industrial school, that has availed itself of the provisions of the act, is guilty of the misuse or non-use of its powers, and brings suit against a county upon a contract which the latter can lawfully make perhaps a defense cannot be maintained solely upon the ground that the school is violating its charter; the proper proceeding to test that question may be a *quo warranto*. But if the contract sued upon is a contract by a county to pay money out of the public funds in aid of a sectarian purpose, it is absolutely void as the constitutional prohibition against paying money is equally a prohibition against a contract to pay money. Can it be doubted that the void character of such a contract can be set up as a defense to the suit, notwithstanding the fact that good grounds may also exist for a *quo warranto* proceeding?

If, in the case at bar, there is any contract, express or implied, or arising out of the provisions of the act of May 28, 1879, between Cook county and these two sectarian institutions operating under appellee's name, then such contract is void because the consideration upon which it is based is forbidden by the constitution as being against public policy. But is there any contract with the county to pay the money sued for in this action? The act of May 28, 1879, provides that, upon petition filed, a jury may be called to determine whether a female infant is a dependent girl, and if there is a verdict that she is, the county judge may order her committed to an industrial school for girls, etc. But the act nowhere provides that the county may appear in the proceeding, nor does it seem to contemplate that the county has any right to appear. The judgment of commitment in this record recites that the county of Cook was present by its attorney. But the presence of a county attorney is not shown anywhere in the record except by these recitals in the judgment.

Section 9, as amended, says that "For the tuition, maintenance and care of dependent girls the county from which they are sent shall pay to the industrial school for girls, to which they may be

committed, for each dependent girl under eighteen years of age, the sum of \$10 per month. And upon the proper officer rendering proper accounts therefor quarterly, the county board shall allow and order the same to be paid out of the county treasury." As the county is not allowed to appear in the proceedings to commit the dependent girls, it has no opportunity to contest these bills for tuition except in suits brought for their collection.

The adjudication of the county court involves no other question than that the girl is dependent and should be committed to a certain school. The judgment of that court does not determine that the county must pay. The obligation of the county to pay is derived from the language of the law itself.

If, on the one side, a statute directs a county board to pay money to a school, which appears not upon the face of the statute, but from outside proof, to be controlled by a church; and if, on the other side, the constitution, in a self-executing provision, directs the county board not to pay money to such a school, which direction is to be followed? We answer, unhesitatingly, the latter.

When the constitution says, "You must not pay," it must be obeyed in preference to a statute which says, "You must pay."

And this is true not only where the statute on its face is in conflict with the constitutional provision, but also in a case where an attempt to apply the statute to a given state of facts gives rise to a violation of such provision. We are therefore of the opinion that upon the facts of this case, the act of May 28, 1879, imposes no obligation upon the county of Cook which is superior to its obligations to obey section 3 of article 8 of the constitution.

The second question presented for our consideration relates to the jurisdiction of this court, and arises upon a motion made by the appellee to dismiss the appeal for want of jurisdiction, which motion was reserved until the hearing of the cause. The 88th section of the practice act provides that "appeals from and writs of error to circuit courts, etc., * * * in all * * * cases in which a franchise or freehold or the validity of a statute or construction of the constitution is involved * * * shall be taken directly to the supreme court."

An appeal may lie to this court where the validity of a statute is involved; and an appeal may also lie where the construction of the constitution is involved. A statute may be invalid from the uncertainty of its provisions, but ordinarily it is valid if it conforms to the constitution, and invalid if it does not conform to the constitution. It is manifest that the construction of the constitution may be involved in the question of the validity of the statute. A provision of the constitution may be of such doubtful import, that a statute would be in conflict with it if given one construction, and not in conflict with it if given another construction.

The question of the construction of a constitutional provision usually arises out of the comparison of such provision with the terms of a statute supposed to be in conflict with it. But there are constitutional provisions which are self-executing, and require

no legislation to make them effectual. (*East St. Louis v. People ex rel. Gundlach*, 14 Western Reporter, 710.) Section 3 of article 8, as above quoted, is one of those prohibitory clauses which execute themselves. (*Low v. People*, 87 Ill. 385.) It is clear that the question of the construction of such a self-executing clause will generally arise when it is applied to a given state of facts.

If the meaning of the prohibition contained in such a clause is perfectly plain, there is nothing to construe. But if there is a doubt as to the meaning or any word or phrase when applied to the proven facts, then a case for construction has arisen. One of the propositions refused by the court below attempts to define what is a "sectarian purpose," as those words are used in section 3 of article 8. It collates certain facts as above narrated, and then states that if the court finds those facts to be established by the evidence, "then the court finds, as a matter of law, that the payment of the account claimed would be in aid of a 'sectarian purpose,'" etc. One state of facts might reveal a sectarian purpose, and another state of facts might not reveal a sectarian purpose. When a proposition presents the hypothesis that certain proven circumstances constitute and make up a sectarian purpose, then there is involved a construction of the word "sectarian," as used in the constitution.

This precise point was considered in *State of Nevada v. Halllock, supra*.

In regard to the provision of the Nevada constitution, which has already been set forth, the court in that case say: "The amendment to the constitution above quoted was intended to be self-acting. It required no legislation to become operative. * * * The object of construction, as applied to a written constitution, is to give effect to the intent of the people in adopting it. * * * In this case there is, in one sense, no ambiguity. It is plain that no public funds can be used for sectarian purposes, but it is not plain from the amendment itself what the people meant by the words 'sectarian purposes.'" The learned chief justice then proceeds to examine the legislation of the state and the facts of the case in hand, to determine the meaning of the words.

Another proposition refused by the trial court presents the question whether section 3 of article 8 shall be construed to mean that the county shall not pay anything directly to the school controlled by a church, or whether it shall be construed to mean also that such payment must not be made indirectly to another corporation for the benefit of the school so controlled by a church. To determine whether or not the indirect method already explained, by which money is to be taken out of the county treasury in the name of the Chicago Industrial School for Girls and passed over to the House of the Good Shepherd and the St. Joseph's Orphan Asylum, comes within the prohibition of section 3, involves an interpretation of the meaning of that section, and by consequence a construction of the constitution.

But the refused propositions also present a definition of what is meant in section 3 by a payment "in aid." It is strenuously contended by counsel that section 3 was only intended to prohibit gifts or donations, and that it refers to "state support, gifts by way of aid," and "appropriations to be used by managers of religious institutions without restraint or liability to account." The theory seems to be that even if the two institutions are controlled by a church, and are to be the recipients of all the money paid to appellee, yet neither they nor their purposes are aided by such payment, provided there is only a consideration for the money paid. It is said that these institutions furnish tuition and clothing in return for the money received by them, and that they earn what they get and are not the recipients of any gift or donation. Nothing is paid in their "aid," "or to help support or sustain them." The refused propositions assert the contrary of the view thus contended for. The determination of their correctness or incorrectness requires an interpretation of section 3, and therefore necessarily involves a "construction of the constitution."

The second clause of section 3 provides that no grant or donation of land, or money, or other personal property shall ever be made to any church or for any sectarian purpose by the state, that is, by the general assembly, or any such public corporation; that is, any county, city, town, township or school district, etc. The first clause says that neither the state nor any such corporation shall ever make any appropriation or pay from any public fund whatever, anything in aid of any church or sectarian purpose. Evidently, the second clause was intended to prohibit something different from the first clause. The second prohibits grants and donations, the first appropriations and payments "in aid." If the appropriations and payments in the first clause mean simply donations, and nothing more, then it was surplusage to add the second clause to the section. Upon the plainest principles of construction the first clause has reference to a different kind of aid from that to be derived from donations. The language is comprehensive enough to embrace all appropriations and payments, whether based on a consideration or not.

It cannot be said that a contribution is not an aid to an institution, because such contribution is made in return for services rendered or work done. A school is aided by the patronage of its pupils, even if they do pay for their tuition.

Because the customers of a merchant pay for their goods, it is none the less true that his business is aided by their custom. The act under discussion is entitled, "An act to aid industrial schools for girls." If the payment by the county of \$10 per month on account of each dependent girl committed to such a school is no aid to the school, simply because tuition, maintenance and care are furnished in return for such payment, then the act is not properly entitled.

The doctrine here contended for is an exceedingly dangerous one. In *County of McLean v. Humphreys*, 104 Ill., 378, it is intimated by the court that the state is under obligations to protect and educate such classes of female infants as were declared to be dependent girls by section 3 of the act of May 28, 1879, as that section stood before it was amended on June 26, 1885.

Under this view the industrial schools which teach and care for such girls are performing, as substitutes for the state, a duty which the state itself is bound to perform. If they are entitled to be paid out of the public funds, even if they are under the control of sectarian denominations, simply because they relieve the state of a burden which it would otherwise itself be bound to bear, then there is nothing to prevent all public education from becoming subjected by hasty and unwise legislation to sectarian influences. By section 1 of article 8 of the constitution, it is made the duty of the state to provide a thorough and efficient system of free schools.

If statutes are passed under which the management of these schools shall get into the hands of sectarian institutions, then, under the theory contended for, the prohibition of the constitution will be powerless to prevent the money of the tax-payers from being used to support such institutions, inasmuch as they will render a service to the state by performing for it, its duty of educating the children of the people. It is an untenable position, that public funds may be paid out to help support sectarian schools, provided only such schools shall render a *quid pro quo* for the payments made to them. The constitution declares against the use of public funds to aid sectarian schools, independently of the question whether there is or is not a consideration furnished in return for the funds so used. There is nothing in the doctrine here announced which conflicts with the case of *Millard v. Board of Education*, 121 Ill., 297. There the proceeding was by an individual tax-payer against a board of education, and a majority of the court sustained the act of the board of education, which had no school-house, in temporarily leasing the basement of a Catholic church for the purpose of holding one of the public schools therein. But the board did not part with its control of the school. The scholars were taught by teachers whom the board appointed, and under a system of instruction which the board prescribed. Nor do the reasons here given for sustaining the jurisdiction of the court in this case conflict with the other case of *Millard v. Board of Education*, 116 Ill., 23. There the opinion expressly states that no question of the validity of a statute or of the construction of the constitution was raised. But here the question of a proper construction of a constitutional provision is directly raised upon the face of the record. For the reasons thus stated the motion to dismiss the appeal for want of jurisdiction is overruled. Counsel for appellant has called our attention to the changes made in section 3 of the act of May 28, 1879, by the

amendments to that section passed in June, 1885. By the latter, every female infant shall be considered a dependent girl, who shall have no permanent place of abode, or who shall not have proper parental care or guardianship, or who shall not have sufficient means of subsistence, and, if the parent or guardian of the girl is fit to have the custody of her, the petition is only required to state that the father, mother, or guardian consents to the girl being found dependent. These are indeed extraordinary provisions. They are not found in the original act. They seem almost to lay the foundation for the establishment of paternal government. They appear to open the way for many parents to escape their obligations to support their children.

If the counties are compelled to take care of all the children, whose support may be forced upon them under these broad provisions, there is danger that taxation will ere long become so burdensome as to amount almost to the confiscation of the property of the tax-payer.

But upon the question as to whether these provisions are constitutional or not, the argument of counsel is not full enough to sufficiently advise us, and we have no time at present to make original investigations. We therefore pass no opinion upon their constitutionality.

The judgment of the circuit court is reversed.

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